

Center of European Projects

European Neighbourhood Instrument Cross-border Cooperation Programme
Poland-Belarus-Ukraine 2014-2020

Publication of the Scientific Papers
of the International Scientific Conference

SECURITY IN THE AREA
OF THE CROSS-BORDER COOPERATION
PROGRAMME POLAND-BELARUS-UKRAINE

Uzhhorod
2019

PL-BY-UA
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Edited by:
Leszek Buller
Myroslava Lendel

Uzhhorod
2019

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INTRODUCTION

The Cross-border Cooperation Programme Poland-Belarus-Ukraine organized an international scientific conference in cooperation with academic institutions for the third time. This year it is entitled “Cross-border Security in the Area of the Cross-border Cooperation Programme Poland-Belarus-Ukraine”.

The presentations of the speakers focused on the issues of Cross-border security in five areas: physical and technical security, social security, health security, economic security and ecological security.

The Cross-border security is primarily understood in a very narrow sense as risks associated with border crossing of people and the carriage of goods. Presented papers and discussions during the international conference showed the Cross-border security should be understood more broadly, in the perspective of counteracting and eliminating phenomena posing threat to the security in border regions. The analysis of projects implemented under the Cross-border Cooperation Programme both in 2007-2013 and 2014-2020 financial perspectives clearly shows that the effects of the implemented projects are of great importance for Cross-border security, which is considered in the crime prevention perspective¹.

The Cross-border Cooperation (CBC) Programme Poland-Belarus-Ukraine is implemented under the European Neighborhood Instrument and has been present on the Polish-Belarusian-Ukrainian border for over 15 years, as it started its activities in 2004 under the financial perspective 2004-2006. It continued in the financial perspective 2007-2013 and in the current perspective 2014-2020. The overall objective of the Programme is to support Cross-border development processes in the borderland of Poland, Belarus and Ukraine, thus enabling to start cooperation, acquire new skills and experience and at the same time creating opportunities to obtain financial resources necessary to stimulate economic development or ensure security in border regions.

1 L. Buller, *Socializing the Activities of the Police*, Warsaw 2019.

In terms of budget, the CBC Programme Poland-Belarus-Ukraine is the largest Cross-border Programme on the land borders of the European Union. Over 170 million EUR will be granted from the Programme to the projects focusing especially on protection and promotion of cultural and natural heritage of border areas, infrastructural accessibility of the regions, improvement of border-crossings' infrastructure, procedures and services as well as development of healthcare and public security services.

The Strategy of the Programme was adopted as a result of a socio-economic analysis conducted on the request the request of the Managing Authority (Ministry of Investment and Economic Development), which identified joint priorities at the national and regional level of the participating countries and their regions. It also builds on the experience of previous programming periods. The Programme Strategy also takes into account the opinions of interested parties concerning common needs and challenges within the Programme area. It also reflects the decisions taken by the Polish, Belarusian and Ukrainian authorities, focusing the attention of the Programme on those thematic areas where participating countries can resolve common problems and use common resources²

Security was one of the four thematic objectives of the first call for proposals, which was conducted in 2016; the selected projects are currently under implementation. In 2018, the second call for proposals with the thematic objective HERITAGE, dedicated to micro-projects (projects with a small budget of up to EUR 60 000) was held. Micro-projects mainly include non-investment activities promoting cooperation, new Cross-border contacts and building neighborhood relations, exchange of experience as well as social initiatives related to local culture and history and natural heritage.

The aim of the publication is to present studies, analyses, findings, conclusions, experiences and problems related to the Cross-border cooperation on the Polish-Belarusian-Ukrainian border in the field of Cross-border security. An important aspect of the work is also to indicate new opportunities for the Cross-border cooperation between partners from Poland, Belarus and Ukraine.

2 About the Programme, <http://pbu2020.eu/en/pages/136>

This book is the result of organization of the international scientific conference, where the works of nine scientists were presented, people who have everyday contact with the subject of Cross-border security and know the assumptions of the Poland-Belarus-Ukraine Programme. This knowledge has enabled the researchers to analyze the subject of Cross-border cooperation and to present Cross-border security in an interesting way.

This book contains selected articles that were delivered in the form of presentations during an international scientific conference at the Uzhgorod National University, Ukraine.

The opening text of the publication entitled “Cross-border Security in Theory and Practice based on the Analysis of Projects Implemented under the Cross-border Cooperation Programme Poland – Belarus – Ukraine” contains a discussion and analyses issues related to Cross-border security in theoretical terms based on literature on the subject. It also includes an analysis of the projects implemented in the financial perspective 2007-2013 and those implemented in the financial perspective 2014-2020 under the Cross-border Cooperation Programme Poland-Belarus-Ukraine on the Polish-Belarusian-Ukrainian border.

In the article entitled “The Role of Local Authorities in Providing Personal Security to the Inhabitants”, Andrzej Misiuk points out that ensuring the personal safety of citizens is the duty of each state. This duty can be fulfilled in a variety of ways. However, in countries based on the principles of local democracy, local government institutions, especially in municipalities, are involved in this area. The article presents various forms of direct and indirect activities of particular local government units in Poland in the field of protection of security and public order.

The next article entitled “Decent Living, Development Opportunities, Civil Liberties as Basic Determinants of the Contemporary Management of Citizen Security” by Marek Lisiecki discusses the issues of management of citizens’ security. It comprises two basic elements: identifying citizens’ security expect-

tations (preferences) and organizing measures to meet those expectations. In the text, the author emphasizes that the identification of current and future threats indicates that the following issues are particularly important for people: dignity of existence, opportunities for development, civil liberties. The objective of modern management of citizens' security should therefore ensure that these needs are met. However, this assurance should not only be of an ad hoc nature but it must be continuous, resilient and above all, forward-looking. Particular protection should be extended to the systems in place, including infrastructure, functioning with the aim to achieve these objectives.

The next text entitled "Cross-border Cooperation in the Field of Hospice Care between Poland, Belarus and Ukraine" by Janusz Popko and Tadeusz Borowski presents issues related to the ageing of societies and the increase in the incidence of chronic diseases, which results in an increase in the demand for palliative and hospice care. The article is an introduction to the issues related to the care of a patient with a chronic, progressive and life-limiting disease. It brings closer the palliative and hospice care, which comprises comprehensive activities of the interdisciplinary team of specialists, aimed at meeting the somatic, psychosocial and spiritual needs of patients as well as providing support for families and care givers. It presents the history, organization and functioning of the Hospice in Białystok as well as the cooperation with similar institutions behind Poland's eastern border: in Lithuania, Belarus and Ukraine.

In the article by Yuriy Pachkovskyy, Krzysztof Rejman and Krzysztof Predecki entitled "Public Security as a Basic Value in Partnership and Cross-border Cooperation", we can read that growing worldwide crisis (global migration crisis, terrorism, the problem of war, poverty and growing impoverishment, etc.) led to new understanding of security as a value, which is no longer treated as a psychophysiological category but acquires a new social meaning.

Understanding social security as a protection going beyond the purely biological existence of human beings has increased the capacity of researchers in the socio-humanitarian sphere and made it possible to distinguish the axiological

aspect in the meaning of this category. The authors conclude that the category of “public security” is considered an important type of social value that has its own structure. Based on structural and systemic representations, the authors propose to consider the value of “public security” at the personal, group, institutional and universal (civilization) level. The importance of analyzing the basis for the value of public security in Cross-border relations is a prerequisite for formulating effective strategies for existing and future cooperation based on a dialogue, partnership and a common understanding of the common challenges faced by the states – parties to the international process. The analysis of existing and implemented Cross-border cooperation Programmes (CBC Programme Poland-Belarus-Ukraine 2007-2013, CBC Programme Poland-Belarus-Ukraine 2014-2020) allowed to identify a number of priorities (indicators) of security in the public system. Core value indicators include: joint initiatives, quality of life, common heritage (cultural and historical) and border security.

In the article entitled “Historical Heritage as a Factor of Cultural Security of the Border Region”, Siarhei Pivavarchyk discusses the results of the PBU Cross-border cooperation project “*Shtetl Routes. Vestiges of Jewish cultural Heritage in Cross-border Tourism.*” According to the author, in today’s world, ensuring national security also includes the protection of historical heritage and cultural traditions against unlawful attacks. The concepts of spiritual and cultural security of the society have become an established theoretical and practical problem. An important trend is to consider cultural security not only from the point of view of maintaining security in the cultural sphere (prevention of religious and ethnic conflicts, decline of spirituality, destruction of cultural monuments) but also as maintaining national security through the development of cultural identity.

In the text entitled “Cross-border Environmental Safety: Benefits and Risks”, Yurii Zhuk and Oryna Dotsenko indicate that a positive solution to environmental problems for each country depends primarily on the implementation of effective mechanisms of environmental safety regulation. Special attention shall be paid to the development and implementation of environmental safety measures in the European Union member states. At the same time,

these mechanisms in the European Union countries have their specific features which result from the specific nature of their environmental problems as well as from the shape of the political, economic and social environment and the specific nature of national management systems.

Aliaksei Yarotau, Zhana Yarotava, Natallia Hahina and Valeri Borissenko in their article “Environmental Safety of the Agro-ecotourism in Cross-border Areas” proposed a comprehensive approach to consider environmental aspects in different segments of green tourism. They present international requirements for the organization of green routes in border areas and the development of agro-ecotourism in specially protected natural areas – implementation of environmental certification in order to reduce environmental risks. Experience in the scope of implementation of environmental safety elements in agro-ecotourism is considered on the example of Ivanovo district of Brest region, connected with the area of Cross-border tourism development in Belarus and Ukraine.

In the last text entitled “The Issues of Cross-border Industrial Safety in Land-Use Planning Documents” by Dzmitry Chyzh and Tatsiana Tsetsiarynets, the reader can learn that in accordance with the Agreement on the Financing of Cross-border Cooperation ratified by the Act of Law of the Republic of Belarus of 17 October 2017, the Cross-border Cooperation Programme Poland-Belarus-Ukraine 2014-2020, in the scope of the strategic objectives, has to work out the solutions to common problems in the field of environment, health, civil protection and security. Joint initiatives should therefore be undertaken concerning preventive measures in the event of natural disasters, environmental disasters and emergencies.

Yours sincerely,

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Director of the Center of European Projects

Leszek Buller, PhD

Centre of European Projects

Cardinal Stefan Wyszyński University in Warsaw

CROSS-BORDER SECURITY

IN THEORY AND PRACTICE BASED ON THE ANALYSIS OF

PROJECTS IMPLEMENTED UNDER THE CROSS-BORDER

COOPERATION PROGRAMME POLAND – BELARUS – UKRAINE

Paper peer-reviewed by Prof. Piotr Tomasz Nowakowski, PhD, DSc

Summary

This text discusses and analyses the issues related to theoretical aspects of Cross-border security, based on the literature on the subject, as well as the analysis of the projects implemented within financial perspectives 2007-2013 and 2014-2020¹ under the Cross-border Cooperation Programme Poland-Belarus-Ukraine, which is implemented in the Polish-Belarusian-Ukrainian Cross-border regions. European funds has been supporting Cross-border Programmes in the Polish-Belarusian-Ukrainian Cross-border regions for about 15 years.

Key words

Cross-border security, the Cross-border Cooperation Programme Poland-Belarus-Ukraine, European funds, Cross-border programmes.

Our considerations and analysis will be devoted to the problems of Cross-border security in theoretical aspect using the literature on the subject. However, an important contribution to the interest in the issue of Cross-border security was the analysis of implemented projects on the Polish-Belarusian-Ukrainian border under the Cross-border Cooperation Programme Poland-Belarus-Ukraine, which was implemented under the European Neighbourhood Instrument.

The basic documents for Cross-border cooperation in the European Union in the security aspect are the following:

- European Security Strategy, A Secure Europe in a Better World adopted by the European Council on 12 December 2003².
- Internal Security Strategy for the European Union Towards a European Se-

1 EU financial perspective or Multiannual Financial Framework ensures that the Union's expenditure develops in an orderly manner within the limits of its own resources and in line with Union's policy objectives. The Framework is set for at least 5 years, although from the second financial perspective a 7-years period has been accepted. Annual EU budget should be consistent with Multiannual Financial Framework. Financial Framework specifies the spending limits for each category of expenditure and the annual limit for payments. The categories of expenditure correspond to the main fields of activities of EU. (Traktat o funkcjonowaniu Unii Europejskiej /Dz. U. C 83 z 30.3.2010/).

2 Europejska Strategia Bezpieczeństwa Bezpieczna Europa w lepszym świecie, <https://www.consilium.europa.eu/media/30814/qc7809568plc.pdf>.

curity Model adopted by the European Council on 25-26 March 2010³.

- Communication from the Commission to the European Parliament and the Council – the EU Internal Security Strategy in Action: Five Steps Towards a More Secure Europe published on 22 November 2010⁴.
- Shared Vision, Common Action: A Stronger Europe. A Global Strategy for the European Union's Foreign and Security Policy adopted on 29 June 2016⁵.

The EU Security Strategy assumes that the basis for building the Union's security is the stabilization of inefficiently managed areas where phenomena that threaten the security of the Union are developing. As a result, this means focusing on humanitarian and economic assistance to those countries, where stabilization can be reached by soft means, as well as on the implementation of stabilization missions (both military and civilian) outside the European Union in the cases when financial and technical assistance are not adequate⁶.

The European funds allocated for the support of border regions are managed in Poland by the Ministry of Investment and Economic Development (Managing Authority – MA) and the role of intermediary bodies is played by Joint Technical Secretariats (Intermediate Body – IB) located in the structures of the Center of European Projects. On the internal borders of the European Union, in the financing perspective 2014-2020, three Cross-border cooperation programmes are being implemented, namely: Interreg South Baltic Programme, Interreg Poland-Saxony Programme and Interreg Poland-Slovakia Programme, while on the external borders of the European Union two Pro-

3 Strategia Bezpieczeństwa Wewnętrznego Unii Europejskiej Dążąc do europejskiego modelu bezpieczeństwa, <https://www.consilium.europa.eu/media/30744/qc3010313plc.pdf>.

4 Komunikat Komisji do Parlamentu Europejskiego i Rady Strategia bezpieczeństwa wewnętrznego UE w działaniu: pięć kroków w kierunku bezpiecznej Europy, <https://eur-lex.europa.eu/legal-content/PL/TXT/PDF/?uri=CELEX:52010DC0673&from=EN>. Piśze o tym: S. Sulowski, M. Brzeziński (red.), Strategie i programy bezpieczeństwa. Wybór dokumentów, Warszawa 2012, s. 11-185; piśze o tym także A.M. Barszcz, Współpraca transgraniczna w Unii Europejskiej w aspekcie bezpieczeństwa, „Studia Bezpieczeństwa Narodowego. National Security Studies” 2013, Rok III, Nr 4, pp. 251-261.

5 Shared Vision, Common Action: A Stronger Europe. A Global Strategy for the European Union's Foreign and Security Policy, https://eeas.europa.eu/sites/eeas/files/eugs_review_web_0.pdf.

6 A. Dzielulska, Strategia bezpieczeństwa Unii Europejskiej, „Studia Europejskie” 2016, nr 4, pp. 40-41.

grammes are implemented: Poland-Russia Programme and Poland – Belarus – Ukraine Programme.

The overall aim of the CBC Programme Poland-Belarus-Ukraine is to support Cross-border development processes in the borderland of Poland, Belarus and Ukraine. It continues and broadens the cooperation in the border areas of three countries, which was previously developed by the Neighbourhood Programme Poland-Belarus-Ukraine INTERREG III A/Tacis CBC 2004–2006 and the European Neighbourhood and Partnership Instrument Programme Poland-Belarus-Ukraine 2007-2013, and continues within the current European Neighbourhood Instrument Programme Poland-Belarus-Ukraine 2014-2020. The Programme contributes to promoting economic and social development, addressing common environmental, public health, safety and security challenges, promoting better conditions and regulations ensuring the mobility of people, goods and capital by financing the implementation of non-profit projects.

The Programme is targeted at Polish, Belarusian and Ukrainian border regions. The Programme area is divided into core and adjoining regions:

in Poland:

- core area subregions: Krośnieński and Przemyski (in Podkarpackie voivodeship), Białostocki, Łomżyński and Suwalski (in Podlaskie voivodeship), Bialski and Chełmsko-zamojski sub-regions (in Lubelskie voivodeship), Ostrołęcko-siedlecki sub-region (in Mazowieckie voivodeship);
- adjoining regions: Rzeszowski and Tarnobrzanski subregions (in Podkarpackie voivodeship); Puławski and Lubelski subregions (in Lubelskie voivodeship);

in Belarus:

- core area: Grodno and Brest oblasts;
- adjoining regions: Minsk Oblast (including the city of Minsk) and Gomel Oblast;

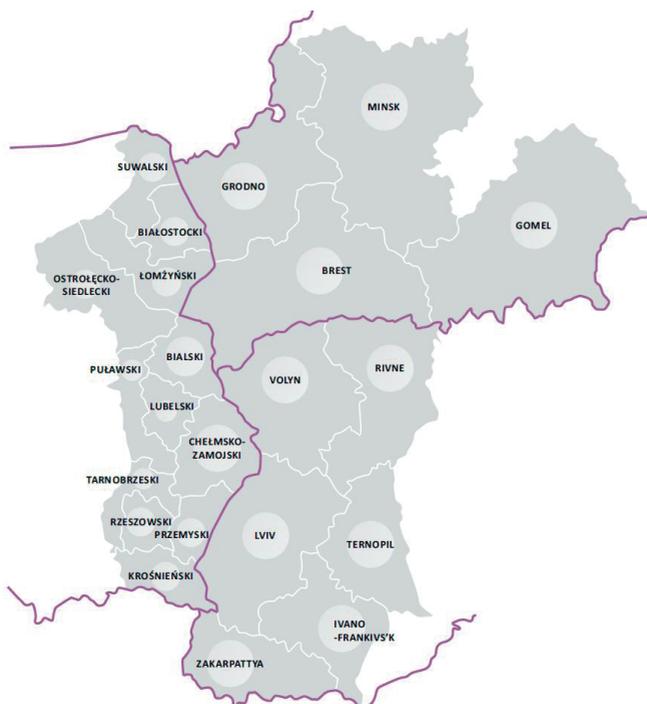
in Ukraine:

- core area: Lvivska, Volynska, Zakarpatska oblasts;
- adjoining regions: Rivnenska, Ternopilska and Ivano-Frankivska oblasts.

The total Programme area made of these territorial units amounts to 316.3 thousand km², comprising:

- 75.2 thousand km² (including 17.9 thousand km² in adjoining regions) in Poland;
- 138.5 thousand km² (including 80.6 thousand km² in adjoining regions) in Belarus;
- 102.55 thousand km² (including 47.8 thousand km² in adjoining regions) in Ukraine.

Map: Area of the Cross-border Cooperation Programme Poland – Belarus – Ukraine 2014-2020



Source: O Programie, <https://www.pbu2020.eu/en/pages/192>

Within the financing perspective 2007-2013, the following priorities and measures were implemented:

Priority 1. Increasing competitiveness of the border area

Measure 1.1. Better conditions for entrepreneurship

Measure 1.1. aimed at improving the conditions for business development. Improvement of the quality and accessibility of infrastructure, including new technologies infrastructure, contributed to increasing the area's investment attractiveness for both internal and external investors. Measure 1.1 also promoted soft-type activities aimed at the socio-economic development of the eligible area. Support was provided for the activities targeting among others: regional marketing, trade and investment promotion, SME development, the development of local and regional labour markets, the development of an information society, new technologies, improvement of cooperation between research and business institutions, the socio-economic and environmental rehabilitation of degraded areas (including contaminated areas).

Measure 1.2. Tourism development

The main goal of Measure 1.2 was to improve and fully utilise the tourist potential of the Cross-border areas. The Programme area had considerable potential for tourism development, including agro tourism, thanks to various natural attractions and cultural heritage sites; however, its tourist infrastructure required improvement. Therefore, support was focused on the development of tourist infrastructure and services. Measure 1.2 also promoted “soft” activities targeting inter alia: regional promotion, tourism and agro-tourism development and the protection of cultural heritage.

Measure 1.3. Improving access to the region

The geographical location of the Programme area is favourable for development of transport, which can significantly influence economic development of the region. However, existing transport and border infrastructure required considerable improvements. Thus, the activities supported within Measure 1.3 included improvements in the quality and accessibility of the social and

economic infrastructure, with a focus on transport infrastructure, energy, logistic systems, transport safety and water supply. Infrastructure development improved potential investors' access to the area, raised the living standards of inhabitants, and boosted tourist and economic attractiveness of the border areas.

Priority 2. Improving the quality of life

Measure 2.1. Natural environment protection in the borderland

Measure 2.1 aimed at protecting and improving the quality of the natural environment. Improvement of the quality of the natural environment contributes to increasing inhabitants' living standards as well as boosting the area's tourist and investment attractiveness. This goal will be achieved mainly through investment in environmental infrastructure for regional or local impact and the improvement of Cross-border cooperation on environmental protection. Within this measure, the support was provided to the projects aimed at protection of natural environment and natural heritage, including, in particular, improving waste and sewage management, monitoring and prevention of environmental hazards, preventing and reducing Cross-border pollution. Crisis management systems in the field of environmental protection were supported, as well as the development and modernization of natural hazards management systems. Activities promoting energy saving as well as activities for the wider use and development of renewable energy sources were also supported.

Measure 2.2. Efficient and secure borders

Measure 2.2 had the objective to increase the efficiency of border infrastructure and procedures and to improve border security. A higher throughput capacity at border crossing points and their security are critical for the achievement of the Programme's objectives. In order to better utilise and expand the social and economic potential within the Programme area, it was necessary to alleviate the administrative, institutional and infrastructural obstacles to the free movement of goods, services and people across borders.

Activities increasing transparency and efficiency of customs procedures and border clearance were supported. The purpose of these activities was to accelerate border procedures, and, as a result, the possibility of crossing borders quickly and safely. The projects related to local border traffic in accordance with the Local Border Traffic Regulation Supported were under this measure and border services were developed. The construction of new border crossings was supported, even if the construction and development of border infrastructure was also financed from the External Borders Fund. Under Measure 2.2. the actions have been taken to increase border security, including, first and foremost, prevention and combating illegal migration and smuggling, fight against organized crime, prevention of Cross-border transmission of human, animal and plant diseases, as well as prevention and elimination of illegal trade in rare and endangered animals species.

Priority 3. Networking and people-to-people cooperation.

Measure 3.1. Regional and local Cross-border cooperation capacity building

The goal of Measure 3.1 was to improve the Cross-border cooperation capacity at the local and regional level. This support was provided mainly for activities aimed at increasing the institutional cooperation. It was achieved through the creation of institutional forms of Cross-border cooperation. Information exchange, experience sharing and networking cooperation were promoted, including internet-based projects. The cooperation between public institutions, primarily local government units, was also important, especially in the field of joint strategic and spatial planning. Joint ventures in particular fields were promoted, aimed at increasing the degree of integration of the Programme area. Emphasis was also placed on the dissemination of examples of “good practices” in the Programme area. The Cross-border cooperation was also promoted, in particular, in the preparation, implementation and use of communication and information technologies to stimulate this cooperation⁷.

⁷ Wytyczne dla wnioskodawców, <http://pl-by-ua.eu/upload/pl/Guidelines%20for%20Applicants%2011%20CFP%20PL.pdf>

Under the current funding perspective for 2014-2020, the following thematic objectives and priorities are being implemented:

I Promotion of local culture and preservation of historical heritage (HERITAGE).

The projects implemented under this Thematic Objective are designed to protect and promote cultural and historical heritage of Cross-border regions, strengthen cultural links and cooperation, improve the image and attractiveness of the region and enhance the potential of local communities.

The support within this thematic objective is provided within two Priorities:

1.1 Promotion of local culture and history

1.2 Promotion and preservation of natural heritage will focus both on development of Cross-border cultural, historical and natural potentials, as well as on development of Cross-border tourism. Priorities will concentrate on improving the physical state of culture and natural heritage “objects” as well as on “soft” activities, aiming at promotion and diversification of tourism products.

II Improvement of accessibility to the regions, development of sustainable and climate-proof transport and communication networks and systems (ACCESSIBILITY).

The support within this thematic objective is provided within two Priorities:

2.1 Improvement and development of transport services and infrastructure

2.2 Development of ICT infrastructure provides financing the actions related to improvement of transport accessibility, development of environmental-friendly transport, construction and modernization of communication networks and systems and improvement of the informational and communication infrastructure on the Programme area.

The focus should be on development of the local roads offering important Cross-border effects and influence. Equally important is to integrate various transport models and transport operators to make the passenger and cargo transit through the Programme area faster and more customer-oriented. All initiatives and efforts improving transport accessibility shall be based on environmentally friendly solutions.

The activities carried out within this Priority shall improve the connectivity and information flow between regions, concurrently contributing to the economic growth and enhancing socio-economic cohesion of the Programme area.

The implementation of Large Infrastructural Projects related to the building/modernization of the transport infrastructure of Cross-border importance is also foreseen under this Thematic Objective.

III Common challenges in the field of safety and security (SECURITY).

The support within this thematic objective is provided within two Priorities:

3.1 Support to the development of health protection and social services

3.2 Addressing common security challenges

Peripheral border areas are characterised by a low quality of life of their residents, in a number of aspects ranging from difficult material conditions and worse access to the labour market, through the insufficient provision of social infrastructure to the poor access to the health care system.

The implementation of this objective serves the improvement of life quality of the Programme area inhabitants through the facilitation of access to health care system, the counteraction of the spread of diseases across the borders as well as the development of social services and labour market, along with the unemployment minimization.

IV Promotion of border management and border security, mobility and migration management (BORDERS).

Implementation of this objective shall serve the enhancement of the effectiveness of the border infrastructure and procedures as well as the improvement of border security. The increased throughput capacity of the border crossings and their safety improvement condition the achievement of other Programmes' objectives.

The removal of the administrative, institutional and infrastructural obstacles in the movement of goods, services and people through the borders are the conditions of the full usage and enlargement of the socio-economic potential of the Programme area. Under this objective, the activities supporting transparency and effectiveness of customs and border clearance procedures are supported. The aim of these activities is the acceleration of the procedures and their expected effect – the faster and safer border crossing.

The activities related to the prevention and combating of illegal migration and smuggling, fight against organized crime as well as counteraction and elimination of illegal trade of rare and endangered species will be financed under this thematic objective. Moreover, the actions devoted to local border traffic as well as the border services will be supported within this objective. This support will contribute to Strategic Objective C of Cross-border cooperation “Promotion of better conditions and modalities for ensuring the mobility of persons, goods and capital”⁸ of European Neighbourhood Instrument.

One of the most important issues for the border regions is Cross-border security. Jarosław Serdakowski states that the concept of Cross-border security has not been clearly defined so far, as there are various definitions of security⁹. The need and longing for security is one of the most important and fundamen-

8 O programie, <https://www.cpe.gov.pl/223,o-programie>.

9 J. Serdakowski, *Perspektywy rozwoju bezpieczeństwa transgranicznego RP*, „Rozprawy Społeczne” 2015, Tom IX, nr 2, p. 29.

tal problems of a human life.¹⁰ The actions to improve security in the modern world has been undertaken since the 1960s. The term “security” itself is understood in different ways. The definitions provided in the dictionaries are often based only on the intuitive understanding of the word. More important, however, is to highlight that security is a specific state of being for things, people and organizations. Jerzy Konieczny asks “Secure organization – what is it?”¹¹ and replies: “It means security or existing without care (according to Linde’s dictionary). No one has to look after it, you do not have to care for it, look after it, etc. What’s more, a secure organization is probably also the one that doesn’t want anyone to take care of it of it, look after it, be bothered with it”¹². Marek Lisiecki states that ensuring security, especially of its citizens, has always been and will be one of the most important tasks for each country¹³. At the same time, he indicates that this stems from various statutory provisions, as well as the existence of institutions, responsible for ensuring security. The aforesaid Jarosław Serdakowski defines Cross-border security as follows: “Cross-border security is a state (process) which is the result of all projects aimed at ensuring security in the process of crossing state borders by people, goods and vehicles (including land, water and air vehicles), between at least two state entities.”¹⁴.

In this definition, the author reduces Cross-border security to the security of crossing borders by people and goods. Other authors add smuggling and illegal trafficking in arms, ammunition and explosives¹⁵, terrorist threats¹⁶, illegal activities of organized crime, in which drugs are illegally smuggled¹⁷, money

10 L.F. Korzeniowski, *Securitologia. Nauka o bezpieczeństwie człowieka i organizacji społecznych*, Kraków 2008, p. 72.

11 J. Konieczny, *Wprowadzenie do bezpieczeństwa biznesu*, Warszawa 2004, p. 10.

12 *ibid*, p. 11.

13 M. Lisiecki, *Jakość w zarządzaniu bezpieczeństwem obywateli*, Lublin 2009, p. 67.

14 J. Serdakowski, *Perspektywy rozwoju bezpieczeństwa transgranicznego RP*, p. 29.

15 R. Suduł, *Transgraniczne zagrożenia bezpieczeństwa w kontekście praktycznym na przykładzie wschodniej granicy Polski* [w:] A. Kosińska, P. Witkowski (red.), *Bezpieczeństwo wschodniej granicy Unii Europejskiej w transgranicznym przepływie osób i towarów*, Zamość 2016, pp. 266-299.

16 A. Wawrzusiszyn, *Wybrane problemy transgranicznego bezpieczeństwa Polski. Zarządzanie bezpieczeństwem*, Warszawa 2012, szczególnie rozdział III.

17 M. Chackiewicz, *Wybrane aspekty przestępczości transgranicznej na przykładzie przemytu narkotyków*, „Кримінальне право та кримінологія. Часопис Київського університету права” 2015, nr 1, pp. 234-239.

laundering and economic crime (through fraud, tax crimes, customs offences, trade in counterfeit goods)¹⁸, as well as cybercrime¹⁹. This seems to be too narrow approach to Cross-border security, because Cross-border security is a much broader concept and covers other areas of security²⁰.

Marek Lisiecki points out that as we distinguish between external and internal security, the state border has a special significance, requiring appropriate technical and physical protection, proper management of border marking and effective control of border traffic for both passengers and goods – the activities, which constitute Cross-border security in narrow sense. However, the same author speaks of the broader meaning of the term Cross-border security as, according to him, protection of the state border includes political, economic, ecological, sanitary, veterinary, phytosanitary protection, as well as protection against the phenomena that threaten public security. Political protection encompasses all activities that have to be undertaken in the country and abroad to preserve the sovereignty of the state and its constitutional order. Economic protection is counteracting all phenomena that may hamper economic development of a country. Ecological protection means prevention of the movement of pollutants and materials that threaten natural environment across the border.

Sanitary, veterinary and phytosanitary protection is the prevention of the movement of diseases threatening people, animals and plants. Public security is protection of the country's territory against criminal phenomena or international crime²¹.

Czesław Marcinkowski has a broader understanding of Cross-border security, basing on the results of analysis, staff games and brainstorming exercises in the Institute of Cross-border Security of the Euroregional Economy College

18 T. Bąk, Bezpieczeństwo transgraniczne Polski, „Zeszyty Naukowe WSOWL” 2011, nr 3(161), pp. 88-90.

19 K. Wątorok, Wybrane obszary asymetrycznego zagrożenia transgraniczną przestępczością zorganizowaną, „Rocznik Bezpieczeństwa Międzynarodowego” 2017, Vol. 11, nr 2, pp. 28-38.

20 Zob. C. Marcinkowski, Zagrożenia i wyzwania transgranicznego bezpieczeństwa współczesnego świata, „Doctrina. Studia społeczno-polityczne” 2011, nr 8, pp. 135-142.

21 M. Lisiecki, Jakość w zarządzaniu bezpieczeństwem obywateli, p. 79.

named after Alcide De Gaspari and distinguishes several groups of potential Cross-border threats:

1. Military threats, which are rather unlikely due to the lack of open national conflicts in border regions that can turn into an open military conflict.
2. Social threats, which are considerable due to multiple economic and financial connections in border regions, which can lead to Cross-border threats such as unemployment-related migration, international crime and epidemics (pandemics).
3. Economic threats, which are considerable due to financial and economic connections and globalization processes also taking place in euroregions (e.g. economic crises).
4. IT threats, which may occur in situations of national threats through cyber-attacks or physical attacks on information systems.
5. Technological threats, which may occur due to high industrialization through environmental pollution.
6. Environmental threats, which may occur due to climate change and lead to various disasters: floods, drought, storms, earthquakes, tsunami²².

Based on the available literature on the subject and analysis of the projects implemented within the Cross-border Cooperation Programme Poland – Belarus – Ukraine, we can attempt to consider the Cross-border security and define the concept of “Cross-border security” in a broad sense. The Cross-border security is a state (process), resulting from all undertakings aimed at ensuring security (physical and technical, social, health, economic and ecological) in the border areas of at least two countries. Based on the above definition, we can indicate five most important areas of Cross-border security:

1. Physical and technical security – refers to all physical and technical conditions ensuring human safety, eliminating threats or barriers that can lead to a loss of human life or health or, as a result, infrastructure defects.

22 C. Marcinkowski, Zagrożenia i wyzwania transgranicznego bezpieczeństwa współczesnego świata, p. 140.

Example of the implemented project: PLBU.04.01.00-06-0505/17-00

The project will increase the accessibility of the Polish-Ukrainian border and safety for people crossing the border by introducing pedestrian and bicycle traffic infrastructure at the road border crossing point in Hrebenne. Border crossings and crossing the border by travellers are elements significantly affecting the development of Cross-border cooperation in almost every aspect of it. The project aims to develop openness and security of the Polish-Ukrainian border in the Lublin Voivodeship. As a result of the project, pedestrian infrastructure will be created on the Polish side of the Hrebenne-Rava-Ruska border crossing point²³.

Example of the implemented project: PLBU.02.01.00-06-0004/17

Within the project, it is planned to reconstruct the voivodeship road No. 812 on the section Korolówka – Włodawa. The strategic objective of the RDW812 project is to improve the quality of the transport infrastructure and accessibility to the region. It is planned to be achieved by reconstruction of almost 5 km section of the voivodeship road No. 812 on the section Korolówka – Włodawa. Voivodeship road No. 812 is one of the roads with the highest traffic intensity in the Lubelskie Voivodeship, with an average daily traffic in the Włodawa area reaching 5 727 vehicle (2015 data). This road is also characterized by high number of accidents (which in 2011 accounted for 6.7% of all accidents taking place on regional roads). The RDW812 project implementation will contribute to improving the overall road-traffic conditions, thus reducing the number of road accidents²⁴.

2. Social security is a sense of security in the local community. There are no threats connected with physical and psychological violence. An individual is not exposed to the situations in which he/she is forced to take any ideological views, is threatened or manipulated.

23 Increasing openness of the PL-UA border through the implementation of pedestrian and bicycle traffic at road border crossing point in Hrebenne, <https://www.pbu2020.eu/pl/projects2020/15>.

24 Extension of the voivodeship road No. 812 on the section Korolówka – Włodawa, <https://www.pbu2020.eu/pl/projects2020/75>.

Example of the implemented project: PLBU.03.02.00-UA-0008/17-00

The problem SoDR project wants to face is the long lasting waiting time for requested help on the information of crimes and other incidents in Lviv. The average waiting time is 20 minutes, but sometimes citizens are waiting for requested help for 40 minutes. Every city visitor, just like the citizen, needs to feel safe, protected and be able to get help in a timely manner. The project will help regional and local authorities to respond to the common challenges in the field of safety and security. According to a sociological survey conducted by City Institute in 2016 the level of security of the city residents was 76% during the day and 40% at night. The SoDR project implementation aims to increase these numbers to 85 % during the day and 60% by night. The waiting time for help shall decrease from up to 15 minutes to 5 minutes. In order to obtain this goal the new administrative building, with integration system of data received from CCTV city cameras, will be completed, six Lviv police stations placed in Lviv will be reconstructed, new administrative building will gain an integrated multiservice telecommunication system. Moreover, the emergency communication subsystem, based on operative information and monitoring response of crimes, will improve, as well as data transmission network with CCTV cameras disposed. The main objective is to coordinate cooperation of the emergency services to provide needed security and required help to the citizens and visitors of Lviv city. By the achievement of the planned actions, the SoDR project will affect development of the region, significantly reduce the number of crimes committed in public places and create conditions for prevention thereof. It is a straight way to increase the tourist flow and allow Lviv citizens and visitors feel save and get fast and precise assistance in the threatening situations²⁵.

Example of the implemented project: PLBU.03.02.00-20-0077/17-00

A common challenge in the area of the Programme is the necessity of better adjustment of current equipment and training for dangers present in the

²⁵ Establishment of the system of dynamic response to information of crimes and other events in Lviv, <https://www.pbu2020.eu/pl/projects2020/78>.

area, by retrofitting units with rescue equipment and shared exercises, which aim is also to tighten cooperation in the event of joint rescue operations. The aim of the project is increasing quality of the inhabitant's life, through shared initiatives aimed at increasing security of people, property and environment in the cross border area of Poland and Belarus. Furthermore, retrofitting fire and rescue units as well as chemical and ecological rescue units will increase preparedness for the risk of ecological disaster arising from development of the chemical industry in the area²⁶.

Example of the implemented project: PLBU.03.02.00-UA-0754/17-00

When travelling in Ukrainian Carpathians, across Chornohora range, you will be surprised to see a large interestingly shaped building on the top of the mountain. This local landmark is the observatory of Pip Ivan Mountain, built in the 30th of the past century and neglected for more than 70 years. Its genius loci has been continuously attracting travellers. It inspires artists and writers. The abandoned observatory in the mountains is a key location of the novel "Twelve hoops" by Yuriy Andrukhovych, "Top down. A book of fears" by Tanya Malarchuk and "White Elephant" by Mariya Rymar. "White Elephant" is a local name for the observatory because its building, covered with ice and snow resembles a giant animal. "White elephant" also means a valuable but useless thing. It was a sad fate of this magnificent building to be abandoned, deteriorating with time and neglected. In the first half of the 20th century, Pip Ivan was chosen as a location of an ambitious project of the Polish government (at that time it was the territory of the II Polish Republic), which was the astronomic observatory. The constructing started in 1936 being a large and complex undertaking. In total, nearly 800 tons of building materials had to be delivered from the railway station Vorokhta to the site on Pip Ivan (about 70 km). In two years, a building shaped like a mirror image of letter L was erected on the top of the mountain. It was described as "monumental". The walls made from limestone blocks were 1.5 meters thick. The building had five floors, 43 rooms and 57 windows and was equipped with

²⁶ Shared initiatives for increasing security of the Cross-border area in the event of ecological and chemical disasters, <http://pbu2020.eu/pl/projects2020/57>.

the use of most advanced technologies of these days. Astronomical and Meteorological Observatory named after Marshal Jozef Piłsudski was opened on July 29th, 1938. Władysław Midowicz, geographer and meteorologist, a native of Mykulychyn village was appointed a director of the Observatory. He moved to the Observatory together with his wife and five-year-old son. Unfortunately, the Observatory functioned for one year only. On September 1st, 1939, World War II broke out. On September 18th all the staff had to leave the building. All valuable equipment and documents were removed or destroyed. Władysław Midowicz immigrated to Hungary, then he lived in Indonesia and Australia but he always had Observatory keys with him. On his deathbed, he gave them to prof. Kreinery with the instructions to transfer them to the University of Warsaw. This is where they are kept, waiting for opening new doors to the rebuilt Observatory. It was only in the 2000-s that the issue of Observatory revitalization was raised for discussion again. Centre for East European Studies at the University of Warsaw and Vasyl Stefanyk Precarpathian National University generated a common vision of its future. Their idea was not only to reconstruct the building but to give it a new meaning – to serve for education and research purposes and contribute to people’s safety in the mountains. The idea found support in Ukrainian and Polish governments. Gradually the funds were secured and renovation works started. First of all, the building was cleared from the garbage, the layer reached an adult height! Reconstruction works included, in particular, replacement of floors and roof framing. The roof was covered with brass plate. The stone fencing and gate appeared. Several rooms were adapted for temporary accommodation. Since 2017 a rescue station has been functioning here. Rescue workers of the 4th specialized search-and-rescue team of State Emergency Service in Ivano-Frankivsk Oblast permanently live here, working in shifts. In this way, Pip Ivan Observatory is now considered to be the highest inhabited place in Ukraine. The project “Adaptation of former observatory on the Pop Ivan Mountain to the needs of the alpine rescue service training centre” (PIMReC), funded within The Cross-border Cooperation Programme Poland-Belarus-Ukraine 2014-2020, is the next significant step in the revitalization of this unique place. The project was designed by Vasyl Stefanyk Precarpathian National University, the University of Warsaw,

the Emergency Service in Ivano-Frankivsk oblast and Mountain Volunteer Search and Rescue Bieszczady Group. The project will help to create a highly efficient 24/7 alpine rescue point and a trainings centre. This aim will be achieved through the renovation of premises and their adaptation to the purposes of a rescue point and a training facility. In addition, Polish and Ukrainian mountain rescuers will participate in joint trainings focused on up-to-date rescue techniques in various weather conditions. The project team also plans to create a sustainable system of emergency response. To this end, the electronic services platform will be created to serve for the exchange of information and know-how between Polish and Ukrainian rescue teams at the same time helping tourists to ensure safe hiking in the mountains. The above-mentioned activities will improve the professional level of high mountain rescuers and volunteers, contribute to the development of comprehensive high mountain rescue system and increase the awareness of safety issues in the Cross-border community²⁷.

3. Health security refers to general health state of the people in the local community, absence of threats associated with any kinds of diseases, which that can lead to various adversities.

Example of the implemented project: PLBU.03.01.00-UA-0010/17-00

The goal of the project is reducing of the risk of tuberculosis (TB) epidemic in the border areas of Ukraine and Poland through the building of tuberculous hospital for 100 beds in Zakarpattya oblast and introduction of innovative methods of tuberculous monitoring, prevention and treatment. The main challenge of the RRTB project is a complicated epidemic situation of tuberculosis (TB) in Zakarpattya oblast. The occurrence of the disease is much higher than in the neighbourhood countries. There are several features affecting the epidemiology of TB: location (borders with 4 countries of EU), strong migration, many people of risk groups and existence of hard-to-reach villages. Moreover, deficiencies in the health care system

²⁷ Project stories – 2. White elephant of the Carpathians, <https://www.pbu2020.eu/en/news/1141>.

in Ukraine and lack of modern medical diagnostic equipment leads to insufficient access to modern TB diagnosis and finally to low detection of TB patients. At the same time, TB hospitals do not meet appropriate standards, which causes development and spread of chemoresistant TB and TB among medical staff. Taking into account strong migration processes, such situation is a threat to national security of Ukraine but also to neighbouring Poland, especially its south-eastern part. The overall objective of RRTB project is reducing the number of TB incidences in the Programme area which shall be achieved primarily by building the TB hospital in Nyzhnya Apsha village (Zakarpattya, Ukraine), which is provided with modern medical equipment and innovative European approaches to TB detection, prevention and treatment. Improvement of medical equipment in Frederic Chopin Regional Clinical Hospital No. 1 in Rzeszów is also foreseen in the project²⁸.

Example of the project implemented: PLBU.03.01.00-06-0041/17-00

An increased incidence of infectious diseases, i.e. HCV and HIV/AIDS, can be observed in the Programme area (the Terespol/Brest border crossing). Due to the possibility of uncontrolled increase in incidence along the Cross-border transport corridor (large streams of travellers), hospitals in this area must become epidemiological filters – adequately equipped and with trained staff – to meet unforeseen epidemiological challenges. The aim of the project is to increase the epidemiological security of citizens of the Cross-border area, improve the accessibility of health services and raise awareness of the threat of infectious diseases. In addition to performing screening tests for HCV and HIV/AIDS, the aim of the project is to establish a close collaboration and develop common solutions to Cross-border epidemiological problems – to reduce the risk in case of unforeseen mass outbreaks of infectious diseases²⁹.

28 Reducing of the risk of TB epidemic in the border areas of Ukraine and Poland through the construction of tuberculous hospital for 100 beds in Zakarpattya oblast and introduction of innovative methods of tuberculous monitoring, prevention and treatment, <http://pbu2020.eu/pl/projects2020/79>.

29 Improvement of epidemiological safety at the Polish-Belarusian border area, <http://pbu2020.eu/pl/projects2020/39>.

4. Economic security is a sense of economic stability of an individual and the institutions he/she belong to, and therefore the lack of threats related to financial stability³⁰.

Example of the implemented project: PLBU.02.02.00-14-0594/17-00

The Programme area is characterized by the weak connectivity and insufficient communication networks and systems which hamper the socio-economic development of the Cross-border area and its attractiveness for investors. One of the main reasons of such a state is insufficient infrastructure of ICT and deficit of digital skills of human resources, as well. In order to strengthen human capital, employability and competitiveness, the European Commission is promoting various initiatives aimed at increasing training in digital skills for the workforce and modernising education infrastructure across the EU. The overall objective of the project is to develop ICT infrastructure in order to increase digital skills of human resources and improve communication. The creation of innovative, training infrastructure, i.e. two ICT competence development centers in Ostrołęka and in Mosty is the main contribution. A strong digital economy is vital for innovation, growth, jobs and European competitiveness, including Cross-border actions. The main outputs of the project implementation will be creation of two innovative ICT based competence development centers preparing young people, future working force to enter the competitive labour market, contributing to the growth of Cross-border area's economic competitiveness and establish new business partnerships³¹.

Example of the implemented project: PLBU.04.01.00-20-0002/17

The removal of infrastructural obstacles to transport of goods and services is required to fully utilise and improve social and economic potential of the Programme area. The project SIEMIANOWKA shall be an important contribution to this goal. It aims at improvement of the security and mobility on the exter-

³⁰ L. Buller, *Sfery bezpieczeństwa szkoły*, [w:] L. Buller (red.), *Socjotechniczne aspekty bezpieczeństwa w szkole*, Warszawa 2014, p. 35.

³¹ The Development of ICT competence centers in Ostroleka and in Mosty, <http://pbu2020.eu/pl/projects2020/37>.

nal border of the European Union through modernisation of the rail border crossing in Siemianówka – i.e. Polish side of the border crossing point with Belarus – Siemianówka – Svislach. The modernization of this transition will concern, among others, construction of the administrative building for the needs of passage service, helicopter landing pad, observation footbridge and assembly of devices – railroad scale, equipment for the control of cisterns and railway carriages, equipment for monitoring the tracks and the area of passage. The objectives of actions foreseen in the project are to prevent and combat illegal migration and smuggling, fight organised crime as well as counteract and eliminate illegal trade of rare and endangered species. Project implementation will be beneficial to the Border Guard officers, Customs Service officers, employees from the Border Crossing Service Department, as well as entrepreneurs and local government authorities. In the long-term perspective, the positive effects of the project are expected to be noticeable also to citizens living in the region due to its social and economic development fostered by the project's results³².

5. Ecological security is a sense of proper relations between a person and natural environment, i.e. human care for this natural environment and reduction of threats related to water or air pollution³³.

Example of the implemented project: PLBU.03.01.00-UA-0018/17-00

The problem of providing high-quality drinking water, ecological state of the Shatsk lakes, lack of integrated environmental management are relevant issues in the project's area. The Svityaz project is a chance to solve them. The overall objective of the project is preventing the spread of human and animal diseases in Volyn Oblast (Ukraine) and Lublin Voivodeship (Poland). The Cross-border approach is aimed at combining efforts of beneficiaries to improve the sanitary and epidemiological situation of the biosphere reserve "Western Polissia". The Svityaz project will do so by building of the sewage system in rural settlements

32 Construction of the infrastructure of the rail border crossing in Siemianówka, <http://pbu2020.eu/pl/projects2020/73>.

33 Zob. K. Rosiek, Bezpieczeństwo ekologiczne w Polsce na przykładzie gospodarowania wodami, „Gospodarka w praktyce i teorii” 2015, nr 1(38), pp. 64 – 65.

around Lake Svityaz. Thanks to the development of sewer network and sewage treatment plants in the settlements, flow of polluted sewage to subsoil waters will decrease by 80%, which will reduce the pollution of Shatsk National Natural Park lakes and basins of the Western Bug and Prypiat³⁴.

Example of the implemented project: PLBU.01.02.00-18-0469/17-00

The Solina Commune as Lead Beneficiary in cooperation with the Skhidnytsia Town plan to implement environmentally friendly project, which main task is to protect and secure the Solinskie Lake, local rivers and healing waters of Skhidnytsia from contamination with sewage. Construction of sewage treatment plants and sanitary sewage system will reduce pollution inputs directly into the soil, surface water and deep water. In addition, to protect the environment, it will create the opportunity for the development of tourism in the region and increase its attractiveness to foreign investors³⁵.

The CBC Programme Poland-Belarus-Ukraine has been supporting the Cross-border development processes in the borderland of Poland, Belarus and Ukraine by co-funding diverse projects for over 15 years. All projects funded within the Programme are non-profit ones and contribute to the improvement of life quality of inhabitants of eastern Poland and western Ukraine and Belarus. Each undertaking financed within the Programme shall demonstrate a strong Cross-border effect, not only through established partnership between institutions from these three countries, but mainly thanks to the results of the activities and aits positive impact on the border territory.

1st Programme edition was implemented in years 2004-2006. At that time, the Programme's structure and financing of projects were much more complicated that it is now (in Poland costs were covered by the European Regional Development Fund, while the Belarusian and Ukrainian sides used funds from

34 Improvement of the environment within the Shatsk National Natural Park by building sewer systems in rural settlements around Lake Svityaz, <http://pbu2020.eu/pl/projects2020/71>.

35 Protecting the Solina Lake and Schodnica's sources of healing waters – a common challenge and opportunity to maintain and exploit the potential of the, <http://pbu2020.eu/pl/projects2020/9>.

the TACIS), nevertheless with the total EU financing of 45,8 million EUR, 167 projects developing the borderland were financed.

Within its 2007-2013 edition, Programme was implemented under the European Neighbourhood and Partnership Instrument (ENPI). Its financing from EU budget significantly increased up to over 170 million EUR and using that funds 117 projects were implemented. These were large infrastructure, regular and umbrella projects. They resulted in multiple improvements in such sectors and areas as social infrastructure, healthcare, education, tourism, protection of cultural heritage, security and last but not least border-crossings' infrastructure and services.

In the current financing perspective 2014-2020 the Programme operates under the framework of the European Neighbourhood Instrument (ENI). The ENI supports sustainable development along the EU's external borders, helps reducing differences in living standards and addressing common challenges across these borders. In terms of the budget, the Programme Poland-Belarus-Ukraine is the biggest ENI CBC Programme at the EU land borders. Over 170 million EUR will be granted from the Programme to the projects focusing especially on protection and promotion of cultural and natural heritage of border areas, infrastructural accessibility of the regions, improvement of border-crossings' infrastructure, procedures and services as well as development of healthcare and public security services³⁶. Currently, within this budget 10 Large Infrastructural projects, 65 regular projects and 72 micro projects are to be implemented.

It should be emphasized, that the implementation of the Poland-Belarus-Ukraine Programme demonstrates successful cooperation with Ukrainian and Belarusian partners and EU project beneficiaries continue their cooperation even after the completion of their projects. Therefore, EU funds act as a fly-wheel helping to establish cooperation in various fields. There is no doubt that such practices have a large impact on economic and cultural enhancement of the eastern border areas of Poland and the western border areas of Belarus

36 O Programie, <https://www.pbu2020.eu/pl/pages/53>.

and Ukraine. This also applies to interpersonal relationships, the emergence of long-term partnership and successful experiences result in the fact that some partners have already submitted their joint project proposals for the third time. All this undoubtedly contributes to the Cross-border security in all spheres.

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THE ROLE OF LOCAL AUTHORITIES IN PROVIDING

PERSONAL SECURITY TO THE INHABITANTS

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Summary

The state is responsible for ensuring personal security of its citizens. This particular duty might be performed in different ways. However, in the states, ruled by local democracy, these responsibilities are also shared by the institutions of local authorities, in most cases, municipal. We shouldn't forget that safety is one of the fundamental and primary needs of the humankind. This article presents various forms of direct and indirect activities of particular local government units in Poland in terms of safety and public order.

The issue how to manage safety and public order, accepting intentionally some methodological simplifications, comes down to two rudimentary organizational solutions:

- centralized
- decentralized¹

The underlying assumption delivers two basic model organizational and legal solutions. This is, however, recognized barely as a starting point for my considerations, since the entire contemporary reality lies between these two extremes. This is the reality which is a subject to permanent changes and transformations occurring due to the factors that have been classified herein below. My intention is to determine an existing objective and subjective tendencies in development of systems protecting public order and citizen security in particular states across Europe.

The factors that affect the nature and changes of the internal security model in a given state are:

- A. State political and legal system (democratic or totalitarian)
- B. Social control of police operations. The role of local authorities in protection of public order.
- C. Crime expansion in terms of quality and quantity.
- D. Changes in the scope of duties of police forces, resulting from technological

¹ A. Misiuk, Police systems in the world. Current experience and development directions, /in/: Przegląd Policyjny, R.1996, No 2. p.2

and social progress.

E. Historical conditions.²

Therefore, it is likely to make some sort of a proposal on the classification of safety and public order systems:

1. Single, including the following systems:

- a) governmental (depending on the characteristics of a particular state, it is a less or more decentralized, or centralized systems, with certain involvement of local authorities or a social factor);
- b) self-governing (historical form);
- c) state (ultimately centralized, occurring mostly in all states with non-democratic government).

2. Multiple:

- a) a system with the centralist option – it assumes existence of large number of police forces, differing by origin (including self-governmental ones), subordination, range of territorial influence, competences and functionalities);
- b) a system with the decentralization option³.

At the turn of 19th and 20th centuries, in particular, the issues relating to involvement of the civic factor in the form of local authorities at various levels into functioning of police forces were essential in terms of proper and, simultaneously, law-abiding functioning of the system protecting public order and combating crime. They were recognized as the best evidence of how far democracy and civil society in a given country had been developed. Some states adopted some quite radical ruling and organizational solutions. The local authorities played a hegemonic role in protecting public order and safety, with the limited involvement of the state, and the approved system was totally decentralized. On one hand, it reflected a dominant influence of liberal views upon the society and public life (free commune theory), whilst on the other hand, it clearly presented distinctive features of development

2 Ibid, p.14.

3 A.Misiuk, A. Letkiewicz, M. Sokołowski, Police of the European Union, Warsaw 2009, p.24.

of particular states of Europe. Civilization expansion, technological and economic progress and, at the same time, antagonizing of social relations and rising of common crime caused that protection of the public order required greater professionalization from the police forces. Thus, over the time, domination of the local police became an anachronism. A slow process of “nationalization” of police issues began. It was implemented differently, depending on tradition, political and legal ruling system respected in a given state and the role of local authorities in exercising administrative powers locally. Such a transformation resulted in establishing two types of systems that held significant implications in terms of organization of police forces. The first kind of self-government developed in Anglo-Saxon countries and allowed the citizens for administering public affairs directly, through the bodies they had elected. The second one was applied in the states across the continent, where the inhabitants could have affected public matters, while cooperating with civil servants⁴.

As for security’s subjective scope we may consider its three categories:

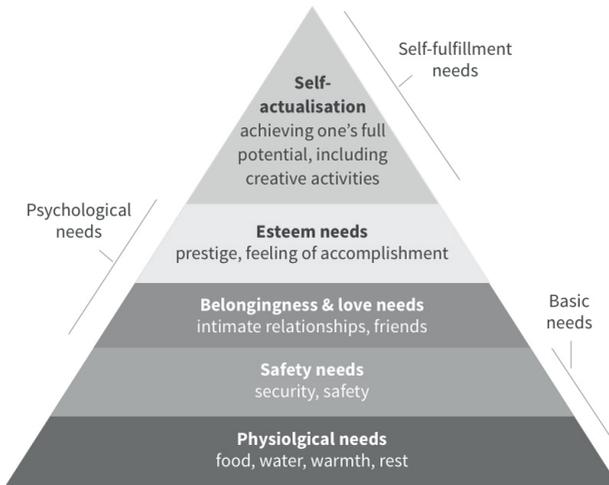
- security of an individual,
- national (state) security,
- international (transnational) security.

A large number of statements given by renowned specialists consider these three layers as separate and independent. Assuming that, at some reservations, we still use humanistic approach, claiming that a human being is the greatest value and, as expressed by Plato, is the measure of all things, these three levels need to be recognized as complementary.⁵ Striving for security of individuals or nations and wider, imposes a question whether we are able to determine rationally the requirements for the state of no threat and conditions for regular existence. Similarly to other areas of life, these attempts turned out to be unsuccessful. Some tried to assume a priori seemingly objective conditions of safe functioning of the human and social structures. However, subjective circumstances of changing human needs have not been taken

4 Ibid, p.54.

5 Plato, Parmenides Teajtet , Kęty 2002, p. 160D.

into consideration. As early as in the 1960s, the behavioral movement became a leading tendency in human resources management. Its main representatives were: A. Maslow, who, drawing up the hierarchy of human needs, put the self-realization at the very top.⁶



Picture 1. Hierarchy of human needs by Maslow

The feeling of human personal security is quite commonly used term, considered an element of various classification of safety types. One of them is a division into global, national and local security and some authors add up one more: regional security. A prerequisite for this schematic breakdown is a territorial factor. Nonetheless, all the listed types (kinds) of security are hard to put into a single set. They are not homogenous and differ in nature. The considerations ought to be focused on the analysis of the social micro system, i.e. the local community. In sociology, elements constituting, the local community are as follows:

- space (a geographically separated area) and territory (premises inhabited by a human population)
- population living in this territory
- social interactions occurring among individuals living within this territory
- common ties of people and institutions, adding this population features

⁶ See: A. Maslow, Motivation and personality, Warsaw 2006.

like internal integration, what, in consequence, enables to undertake common operations aimed at solving local problems

- feeling of fondness for the place of residence⁷.

At this level, members of this group are able to identify their needs. According to A. Maslow, one of the basic human needs in his hierarchy is personal safety.

At present, some of these needs are being satisfied with the state support. In democratic systems, these tasks are partially carried out by governmental administrations and partially by the local authorities, depending on the nature of public services and the management model applied to public matters. Naturally, the majority of the services have individual character and local social communities give to some of them (currently, the range is quite broad) the character of collective needs of the members of these communities. By virtue of law, the contemporary state commits to fulfill them directly using its own tools, such as governmental institutions.

After 1990, in Poland, the system for protection public order and security was single, with a huge influence of the state. The police acted like some sort of a monopolist within the public administration, operating as an entity responsible for protecting people and maintaining public security and order. However, over the time it started evolving towards larger decentralization, achieved through widening of the involvement of local administration and authorities in security management. These actions presented a lot of inconsistency and lack of imagination. To make it clear, in the today's civilized world, we can observe a tendency for centralizing police forces, resulting from a sweeping globalization, professionalization of the crime structures and application of cutting edge hi-tech tool in police operations. The states with decentralized political systems couldn't avoid this process.

In case of Poland, since the local authorities were established, the legislator has recognized tasks relating to protection of public order and security as fun-

7 PhD dissertation of Edyta Sadowska, „Execution of the public administration function in the security policy within the Małopolskie Province since 1999”, <http://rep.up.krakow.pl/xmlui/handle/11716/1241> PDF, (21.07.2019)

damental obligations of the local government units. At the start, it referred to the communal self-government, reestablished after 1990⁸. Then, as a result of the territorial administration reform carried out in 1998, two more levels of local government were set up: county and province. However, the scope of operations for particular level of local authorities was differentiated. Fulfillment of collective needs of the community is the task of particular local government units. Therefore, the commune (municipality), as a basic unit of the local government, tends to satisfy collective needs of its community, the county performs public tasks going beyond the commune, which are set out in relevant acts, whereas the province authorities carry out tasks of the provincial nature specified in applicable laws⁹. The tasks of the commune, in particular, include issues related to public order and citizen security, as well as fire and flood protection¹⁰. The county implements public tasks of trans-communal nature determined in the acts, covering, among other things, those that refer to public order and citizen security¹¹. Yet, the authorities of the province are in charge of the tasks at the level of province, regarding public safety, set out in the applicable laws¹². Simultaneously, pursuant to Art. 3 of the Police Act (Journal of Laws of 2002, No. 7, item 58, as amended), the governor and commune administrator (city mayor) or the administrator exercising general administration authority as well as commune, county and province self-governmental units perform tasks involving protection of public security and order in compliance with provisions set out in relevant acts.

However, there are significant terminological differences in defining tasks performed by particular levels of local government units. The commune and the county get on with public tasks relating to „public order” and „citizen security”, whilst the provincial authorities those of “public security”. At

8 Act on Local Government of March 8, 1990, Journal of Laws of 1990 No. 16, item 95.

9 A. Misiuk, Administration of public security and order. Legal and organizational issues, Warsaw 2008, pp.69-70.

10 Art. 7, item 1, point 14 of the Act on Commune Local Authorities of March 8, 1990 (Journal of Laws of 2001, No. 142, item 1591, z as amended).

11 Art. 4 item 1, point 15 of the Act on County Local Authorities of June 5, 1998 (Journal of Laws of 2001, No. 142, item 1592, as amended).

12 Art. 14, item 1, point 14 of the Act on Province Local Authorities of June 5, 1998 (Journal of Laws of 2001, Nr 142, item 1590, as amended)

the same time, the Act on Commune Local Authorities and Act on County Local Authorities differentiates tasks covering public order and citizen security from those that are meant to provide fire and flood protection (and preventing from other extraordinary risks to life and health of human and natural environment), whereas the Act on Province Local Authorities – tasks related to public security from those of flood protection.

Only in the case of communes, the provisions from the acts on local government units, quoted above, specify clearly that the commune performs tasks relating to public order and citizen security as their own tasks. Nevertheless, determining tasks covering public order and citizen security as well as public security as own tasks of local government units derives directly from the Constitution of the Republic of Poland and other system provisions. Under the Art. 166, item 1 of the Constitution of the Republic of Poland, public tasks serving for fulfilling the needs of self-government community are performed by the local government unit as its own task¹³. If it arises out from justified reasons of the state, the act may order local government units to carry out other public tasks. A separate act sets out the mode of delegation and performance of ordered tasks (item 2). Thus, the Constitution split public tasks of the self-government into own tasks and ordered tasks. Yet, public tasks meant to satisfy the need of the self-government community are delivered by the local government unit as own tasks, whilst ordered tasks are performed by the local government units, if it results directly from provision of the act¹⁴. Therefore, the Constitution introduced the principle of performing public tasks through local government units as their own tasks. The previously mentioned rule is also reflected in system acts of local government units:

- the commune performs public tasks on its own behalf and at its own risk (Art. 2, item 1). However, ordered task relating to governmental administration could be imposed to the commune solely upon an explicit provision of the act (Art. 8, item 1)¹⁵,
- the county performs public tasks on its own behalf and at its own risk (Art.

13 Art. 166 of the Constitution of Republic of Poland of April 2, 1997, Journal of Laws of 1997, No. 78, item 483.

14 *ibid*

15 Art. 2 and 8 of the Act on Commune Local Authorities, *op.cit.*

2, item 1). Yet, the relevant laws may specify some issues to be carried out with the county's scope of duties as tasks relating to governmental administration, to be executed by the county (Art. 4, item 4),¹⁶

- the province authorities perform applicable public tasks on its own behalf and at its own risk (Art. 6, item 1, point 1). The laws may specify some issues to be carried out with the province's scope of duties as tasks relating to governmental administration, to be executed by the province's management (Art. 14, item 2).

Therefore, both the county's tasks relating to public order and citizen security and the tasks to be performed by the province authorities relating to public security are considered the tasks of the county and province authorities, respectively.

Here, it is advisable to focus on explaining the terms, referred to above. The issue of **public security** is, in the doctrine of the administrative law, closely tied to term *public order*. If we consider them separately, public security can be perceived in two ways. When using the material approach, it provides all the citizens in the state with the stable existence. It results from the unity of social, legal and organizational relations provided for limitation of risk to operation of the state organization and execution of its interests, allowing for its regular, free development. A formal warranty of maintaining this very state is adequate rules of law, whilst an institutional guarantee is ensured by competent state authorities. Thus, this term encompasses a widely recognized security of all the state citizens – both safety of every human, its life, health, property, execution of personal rights as well as any forms of collective existence within the state organization, where people coexist, meaning also the security to all public institutions and social, private organizations, etc. Secondly, it refers to protection of the public security, i.e. the system of organizational operations and authorizations to apply coercive measures through specialized state institutions.

Moreover, it should be mentioned that public security means absence of any risks to the existence of a certain human community. It comprises security in

¹⁶ Art. 2 and 4 of the Act on County Local Authorities, op.cit.

communications, safety of road, rail, water and air traffic as well as no threats related to catastrophes, natural disasters, epidemics and, eventually, no dangers caused by man-induced criminal actions against life, health or property. It also should be emphasized that it is impossible to count all the threats to security that might occur in life. As the civilization develops, some new social relations are established, that bring new, so far unknown risks to particular individuals, or the entire society. Therefore, an overall term “security” refers to all kinds of conditions free from risk, both those we can identify now and those that will occur in the near or distant future.

Thus, the term “public security” is closely related to functioning of a human and various social structures within state institutions, therefore in the narrower meaning it is also present in legal regulations, yet is rather expressed through a more precise phrase, i.e. state security.

On the other hand, **public order** means an actually existing system of social relationships, regulated by the set of rules of law and other socially approved principles, providing uninterrupted and peaceful functioning of individuals in the society. The public order includes all social relations, controlled by the law and rules of other systems that are formed mostly in public places. It may also refer to the relationships established in non-public places, yet only if their violation results in disturbance of regular operations of state, social and public institutions, if it undermines morality or if the law recognizes such a morality insult as a crime or an offence. Therefore, a crucial element of the public order is that people act in compliance with rules, which ensure public order. It contributes significantly to strengthening and accepting generally social relations, being a part of the public order, and to setting up required real states, meant as lack of contradictions, chaos and conflicts. The public order is guaranteed not only by the rule of law, as this is barely one of many normative systems that are present in each community. It also refers to other standards generally accepted in a particular society, such as moral, religious, ethical standards and rules of social coexistence. Their common trait is that, similarly to rules of law, they allow for maintaining harmony in the collective existence. The state approves essential rules of conduct, regulated with non-legal principles, giving them a status of

law. However, as morality and ethics are always in dynamics, some of these rules stay outside the area of laws. The objective of the public order is to provide public integrity and peace as well as normal (i.e. harmonized and coordinated) coexistence of people within the society and ultimately indirectly ensure security of people and public safety. Thus, specific goals should be protection of life, health, personal rights, property, ensuring regular operating conditions for governmental authorities, social and private organization as well as establishment of suitable environment for coexistence of people at all spheres, including, in particular, provision of relevant conditions for labor and recreation.

At the same time, personal security of citizens is understood as “the security of people”, being one of special safety aspects, that can be determined as “the state of absence of risk to any legal rights of a human”. It mainly refers to any personal rights and property, belonging to each and every individual, such as life, health, personal dignity, honor, immunity, freedom of conscience, artistic, inventive and rationalizing creativity, ownership and other property-related rights and other property rights. Thus the security of people needs to be generally understood as security of each and every individual, irrespective of his/her nationality, religious and political views.

In democratic societies the local authorities can affect the citizen’s security in two ways – directly, through performance of tasks related to public security and order or indirectly, through the police forces, which operate under state legal regulations. Here, the commune (commune self-government) plays the main role. On the other hand, on the county level (above the local level) local authorities act as an equalizer that coordinates preventive and enforcement actions. The most limited responsibilities are those of province authorities.

At the commune level, self-government may pass order regulations, undertake operations aimed at protection of social pathologies and initiate preventive actions. The unit in charge of enforcement of the public order within the commune territory could be the local uniformed protective formation, so called commune guards. Currently, commune guards operate in accordance

with the Act on Commune Guards of August 29, 1997.¹⁷ In municipalities, they are called *municipal guards*. The phrase „can be established” applied in Art. 1, item 1 of the Act on Commune Guards means that the commune is not obliged to establish them. The operation of commune (municipal) guards is therefore one of many acceptable forms of executing commune’s tasks, meant to protect public order within its territory. Joint commune guards could also be established by the adjacent communes within a single province, under an agreement, particularly in the case if one of the communes was not able to finance such forces itself. Commune (municipal) guards are always established upon the resolution of the commune council that is obligatory preceded with an opinion of a Province Police Chief Officer of local jurisdiction. A similar procedure is also applied to appointing common guards for several communes, provided that in such a case it is necessary to conclude a communal agreement among the interested communes under Art. 74, item 1 Act on Commune Local Authorities.

The legislator provided the guards with the following functions:

- protection – related to maintaining order within the premises of a commune,
- order – enforcing local communities to obey the laws relating to public order,
- counteractive – permanent patrolling of streets and housing areas in communes and execution of interventions submitted to the guards, involving public order protection,
- preventive – preventing from crimes, offences and crime-related situations, carrying out preventive education among children and teenagers,
- informative – informing relevant services and institutions on threats being noticed, notifying to the local community on the status and types of existing risks and ways of tackling them,
- social and administrative – cooperating on public security and order with interested governmental, self-governmental authorities and social organizations,
- integrating local communities – through participation in sport, cultural, charity events organized by the commune, social organizations, schools, commune (municipal) guards.

17 Journal of Laws No. 123, item 779 as amended

Commune (municipal) guards perform tasks involving protection of public order, resulting both from acts and local laws. Pursuant to Art. 11 of Act on Commune Guards, their duties include the following:

- protecting peace and order in public places;
- monitoring order and controlling road traffic – within the scope set out in the road traffic regulations;
- collaborating with relevant entities on rescuing life and health of the citizens, assisting in removal of technical failures and results of natural disasters and other local risks;
- securing the site of crime, catastrophe or other incident, or sites endangered with such an incident from access of strangers or covering traces and evidence until arrival of competent units as well as determining, if possible, witnesses;
- guarding community facilities and public utilities;
- cooperating with organizers and other services in order maintenance over the course of public gatherings and events;
- bringing up intoxicated persons to the detoxification detention center, if such persons' behavior deems to be offending in the public place, they have found themselves in a situation that threatens their life or health, or they are a threat to someone else's life or health;
- informing the local community on the status and type of risks as well as initiating and participating in actions aimed at preventing from commitment of crimes and offences, and crime-related situations as well as cooperating on those issues with governmental, self-governmental authorities and social organizations;
- escorting documents, valuables or cash, which are the property of the commune and, most importantly, establishing self-governmental order-protecting formations, i.e commune guards.¹⁸

Another form of the commune involvement in the local security issues is its entitlement to pass order regulations. The Constitution of the Republic of Poland of April 2, 1997, stipulates that sources of generally applicable laws within the operating area of the authorities that have established them shall

18 Ibid

be order regulations. According to the existing practice and jurisdiction of the Supreme Administrative Court, basing upon the ruling subject, some most essential groups of local laws could be selected. One of the categories of these laws include: order regulations issued by the units of local authorities (i.e. communes and counties). Legal basis for passing of order regulations, constituting local laws, shall be searched for in system laws, relating to indicated units of local authorities. So, pursuant to Art. 40, item 3 of the Act on Commune Local Authorities of March 8, 1990, the commune council, to the matters not specified in separate laws or other generally applicable regulations may pass order regulations, if it is necessary for protecting life or health of citizens, and for ensuring order, peace and public security.¹⁹

Commune local authorities may influence indirectly the security of inhabitants through affecting police operations within the commune by:

- financing operations of the police units (stations, departments and areas),
- giving opinions on establishing police stations and areas with the commune,
- giving opinions on candidates for chiefs of police stations and departments,
- requesting the Police to return the property to the conditions compliant with the legal order or taking actions preventing from law violation as well as heading for removal of the risk to the public safety and order,
- submitting to the commune authorities annual statements on operations of police departments as well as information on the state of public security and order.²⁰

On the other hand, the role of self-governmental units in execution of tasks meant to provide security to local communities ought to be particularly based on the following:

- Firstly, authorities of self-governmental units shall coordinate the actions, related to ensuring security within a certain area and within a given time-frame. This role must not only concentrate on events (e.g. mass events, festivals), yet cover all the scheduled activities, taking into consideration diversity of risk-inducing situations and aimed at working out algorithms of

19 Journal of Laws 142, item 1591, z as amended

20 A. Misiuk, Institutional system of internal security, Warsaw 2013, p. 124.

- conduct for each entity and service, in accordance with their competences,
- Secondly, security does not solely mean individual or collective human behavior. This is also the issue of organization of social life in the way it is deprived of risks. In this respect, self-government institutions should stimulate security-oriented investments, particularly when it comes to monitoring of endangered spots, or new architectural and urban solutions, to be consulted with the Police.
 - Thirdly, self-governmental units should coordinate and organize leisure time of teenagers. Family and school commitments should to be supplemented with establishing new facilities for social life in the places where children and teenagers reside. This is particularly important in metropolitan areas, where spontaneous peer groups appear, that are not subject to parental control. Taking into consideration the fact that a lot of dedicated organizations and institutions deal with arranging free time activities for children and teens in their locations, authorities of self-governmental units shall become the coordinator in this area, mostly through providing strong support for such initiatives as, for instance, giving access to playgrounds, gyms, meeting rooms, co-organizing and co-financing cultural centers and clubs, etc. Moreover, it is essential to deliver those forms of assistance that head for providing the family with favorable conditions for fulfillment of its basic functions, particularly when it comes to education.
 - Fourthly, in the event of potential threats, authorities of self-governmental units shall establish relations with mass media. It should comprise reliable information on the actual state of security, absolutely free from the element of sensation, as a factor that can enhance the risk.²¹

While considering the supralocal level, i.e. the county, functions of the local authorities relating to the citizen security, focus on coordinating, planning and supporting Police activities, other services and fire brigades. It also should be acknowledged that, in order to execute the tasks of the administrator – the county's body that supervises county services, inspections and guards, as well as tasks set out in the acts on public order and citizen security, the counties establish the committees on security and order.

21 Ibid, p. 126.

This committee is of special nature as an intuition based upon the legal act. It has been appointed under the law that amended the Act on County Local Authorities by completing it with the provisions of Art. 38a – 38c, governing the establishment and rules of conduct for these committees.²²

The aforesaid act has also provided the county council, for exclusive jurisdiction, with the powers to adopt the county program for crime prevention and protection of citizen security and public order (Art. 12, item 9b of the Act on County Local Authorities). The county councils and county (municipal) Police chiefs are obliged to delegate, and county administrators to appoint members of the committee on security and order, no later than 3 months following the day the above-mentioned act had become effective. At the same time the relevant district attorney was required to indicate the district attorney to participate in the works of the committee.

The security and order committee duties include:

- providing an evaluation of risks to the public order and citizen security within the county area,
- giving opinions on the performance of Police and other county services, inspections and fire brigades as well as organizational units carrying out tasks within the county, relating to the public order and citizen security,
- preparing the draft of the county program for crime prevention and protection of citizen security and public order,
- providing opinions on drafts of other cooperative programs provided for Police and other county services, inspections and fire brigades as well as organizational units carrying out tasks within the county, relating to the public order and citizen security,
- assessing drafts of county budget – relating to the public order and citizen security within the county area.²³

22 Act on Amendment to the Police Act of July 27, 2001, insurance-related acts, acts – Banking Law, acts on county legal authorities and acts – Implementing provisions to the act reforming public administration, (Journal of Laws, No. 100, item 1084.

23 Ibid.

Conslusion

To sum it up, it should be pointed out that the range of commitments of the local authorities in the area of citizen security depends on the conditions of democracy and the level of decentralization of public tasks. Efficiency in state operations aimed at providing the highest personal security of citizens lies in the proper recognition of needs within this area. At the local level, this can be delivered by the units of commune local authorities, their auxiliary entities and non-governmental organizations. In Poland, the process of promoting involvement of social communities in these issues started during the challenging period of political and administrative transformations in 1989-1990. Afterwards, it continued over the course of the local administration reform in 1998. However, it is obvious that the most important, significant decisions on the model of state internal security system have not been taken by far.

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**DECENT LIVING, DEVELOPMENT OPPORTUNITIES,
CIVIL LIBERTIES AS BASIC DETERMINANTS OF THE
CONTEMPORARY MANAGEMENT OF CITIZEN SECURITY**

Paper peer-reviewed by Prof. Piotr Tomasz Nowakowski, PhD, DSc,
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Summary

The management of citizen security covers two elementary components: identification of citizen security-related needs (preferences) and arrangement of operations aimed at fulfilling them. Identifying current and future threats indicates that people consider particularly important the following: decent living, development opportunities, civil liberties. Therefore, the contemporary management of citizen security ought to focus on meeting these very needs. Yet, providing them must not be only temporary – it has to be continuous, resistant to interferences and most of all, refer to future. A special protection should be delivered to the systems, including the infrastructure, that contribute to fulfillment of the previously mentioned objectives.

Security as a rudimentary social need

While adopting a complex approach to state security issues, it is advised to pay attention to at least six tightly related areas, including: population, territory, authorities, penal system, international relations¹. All these areas ought to be subject to a special protection – they are simultaneously an essential element at searching for conceptual, future models of state security management.

The state needs to play an auxiliary role, most of all, to its citizens (the nation). In the contemporary approach, state security stands for social expectations meant as providing opportunities to benefit from the economic well-being, social autonomy and a certain political status. The value – such as a physical survival – is perceived as developing certainty.

In the majority of cases, the relevant literature defines security through a negation, i.e. emphasizing contradictions (lack of threats) or through highlighting positive states (peace, certainty, freedom). Numerous authors also point out the need of a process-based approach to security – on one hand, they underline the dynamics of changes relating to the state of security, whilst on the

¹ These areas are components of each and every state. Such a state definition has been applied in the International Public Law. See: Art.1 of the convention adopted in Montevideo in 1933.

other hand they claim that the state of security depends on a large number of subjective and objective, internal and external factors².

In the axiological approach, security may be defined as taking actions meant to provide:

- survival and development through procreation and education,
- survival and development through prosperity and well-being,
- justice and development through appropriate laws (rule of law),
- improvement and growth of freedom respect quality as well as responsibly for ourselves, others and the environment (chart 1).

Chart 1. Foundations, dimensions and attributes of security in the holistic approach

Foundations of widely-recognized security	Dimensions of widely-recognized security	Attributes of widely-recognized security
Procreation and education	Demographic	Survival, development
Prosperity and well-being	Economic	Survival, development
Law and governing system	Political and social	Justice, development
Freedom and responsibility	Cultural and civilization-related	Improvement, quality

Source: J. Świniarski, *Security in the axiological approach*, [in:] M. Lisiecki (editor) *Security management – challenges of the XXI century*, WSZiP, Warsaw 2008, p. 76 (the chart was transformed by the author).

According to J. Świniarski, from the axiological point of view, security management in the era of globalization and domination of liberal democracy ought to be meant as caring for survival, personal persistence, development and improvement of the human kind³.

As noted by M. Cieślarczyk, the most developed societies, being aware of a number of threats, pay the closest attention to ecological and health security,

² See. B. R. Kuc, The role early warning systems in establishing security conditions; M. Leszczyński, Social security as a field of research interest and the state security component – both readings [in:] M. Lisiecki (editor), *Security management – challenges of the XXI century*, WSZiP, Warsaw 2008, p. 79 and p. 544.

³ J. Świniarski, *Security in the axiological approach*, [in:] M. Lisiecki (editor), *Security management – challenges of the XXI century*, WSZiP, Warsaw 2008, pp. 76-77.

economic, business and social security, political security, protection of freedom and citizen rights⁴.

Management of citizen security

Management of citizen security encompasses two fundamental components: identification of citizen security-related needs (preferences) and arrangement of operations aimed at fulfilling them. Quality of operations is proved through fulfillment of citizen security-related needs (picture 1).



Picture 1. Management of citizen security
Source: Own elaboration.

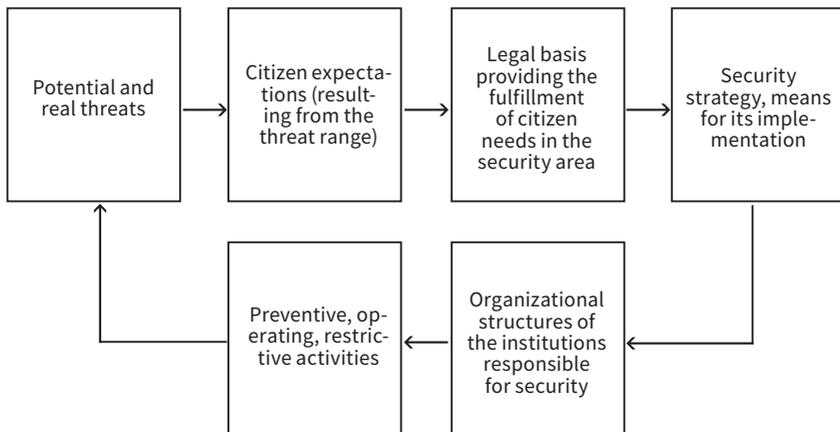
Quality is essential, however operations also need to be assessed in terms of efficiency and innovativeness. Presently, efficiency of operations heading for citizen security means establishing adequate, founded on real needs objectives (strategic and strategic-based operating ones), performing them and, simultaneously, rational using of always limited resources (human, material, financial and informational). Applying excessive resources to implementation of certain operations results in failure to perform other activities within the same timeframes. Thus, it causes permanent losses. On the other hand, innovativeness helps keeping up pace with the changes, meeting the latest challenges in the security area. However, these changes should be applied to both operational (process) and material (resources, technologies) aspects.

Management of citizen security constitutes some sort of a chain of operations

⁴ See: M. Cieślarczyk, Theoretical, methodological and practical aspects of security management in the first decade of the XXI century, [in:] M. Lisiecki (editor), Security management – challenges of the XXI century, WSZIP, Warsaw 2008, p. 23; M. Lisiecki, Social and economic threats of a safe citizen existence and development. Counteracting methods, [in:] A. Wołk, A. Potasińska (editor) Social inequalities in a modern world, UKSW, Warsaw 2015, pp. 25-37.

meant to maintain threats at the level citizens will accept. It comprises: identification and forecast of potential and real threats, identification of citizen expectations (resulting from the threat range), establishment of legal basis providing the fulfillment of citizen needs in the security area, creation of the security strategy taking into account available human, financial, material, informational resources, institutionalization of operations, involvement within three areas – preventive, operating and restrictive (picture 2)⁵.

Sine qua non of efficient counteracting to threats, providing safe existence and development of citizens, is familiarity with this very phenomenon. The level and range of particular threats is considered a reference point for setting up relevant operational strategies, drawing up adequate formal and legal solutions, splitting financial resources into certain areas of threats, establishing institutions in charge of preventive, operating and restrictive tasks, and evaluating the performance. Their quality, efficiency, innovativeness affect the level of hazards threatening the citizen security.



Picture 2. Management of citizen security as a chain of operations meant to maintain threats at the level citizens will accept. Source: Own elaboration.

5 M. Lisiecki, Methods and techniques for management of social security, [in:] K. Raczkowski, Ł. Sułkowski [editor] Security management. Methods and techniques, Difin, Warsaw 2014, pp. 165-167.

Sources of generally applicable law include: acts (basic law, regular laws), ratified international agreements and regulations. For local systems they might comprise local laws as well. Since matters related to provision of social security influence the area of freedom, rights and obligations of citizens, they are mostly regulated through enactments. The legislator determines general security objectives and tasks, authorities to enforce them, their entitlements and staff (labor) regulations.

The legal literature deals extensively with the law-making rules. However, they come down to formal and legal issues – stages of the legislation process, establishing provisions so that they are conforming to other applicable regulations, rules of drawing up statements of reason, etc. Not so much attention is paid to substantive solutions that shall be derived from in-depth, system conclusions taken within a representative group of experts, which ought to provide high efficiency of operations.

In the process of substantive debate on solutions, that are supposed to be verbally enclosed in the applicable regulation, it is advised to apply heuristic methods⁶ (methods of creative, team-based problem solving). „The collective wisdom” is capable of providing higher quality solutions.

Developing new organizational solutions or improving existing ones require previous determining of a correlated set of long-term operations, recipients of the latter, financial and logistic methods to protect them, i.e. establishing of the operating strategy. The approved strategy is going to bring sets of short-term operations that will stimulate certain institutional solutions⁷.

6 The term heuristic means an ability to find, detect new facts and relations occurring between them.

7 See: K. Obłój, *Strategic management*, Warsaw University, Warsaw 1987, p. 33; Z. Pierścioneł, *Development strategies of the companies*, PWN, Warsaw 1996, p. 72-73; J. D. Antoszkiewicz, Z. Pawlak, *Management techniques*, Poltext, Warsaw 2010, p. 95.

The strategy may be defined as a concept of operation integrating main objectives, binding operating policies and logics into a compact unit⁸.

The process focused on formulating and implementing of the strategy, meant to ensure proper designing, or adjusting the organization to the surrounding area and achieving its strategic goals, is named strategic management. The model of strategic management applied to the citizen security consists of the following elements:

- establishment of the mission and main objectives,
- retrospective and prospective analysis of the environment (mainly in terms of threats and opportunities), phenomena that occur around,
- analysis of strengths and weaknesses of entities acting to the benefit of the citizen security,
- establishment of the overall strategy,
- establishment of functional strategies,
- establishment of institutional strategies,
- establishment of local strategies,
- implementation of approved strategies.

The main elements featuring the strategic attitude are establishing the mission, that determines the reason for setting up institutional solutions, their existence and the way they are going to be perceived by the society as well as gives direction to the operations and points out indirectly the areas to be dealt with; developing the strategic vision, which quite clearly indicates the situations, the institutions should experience in the future, thus some sort of a concise scenario of a future dream and fulfillment of social needs; strategic objectives and tasks, it means all we intend and have to achieve within a certain timeframe; the operating strategy, that is considered a long-term project comprising principal directions, rules and instruments of operations conducted by institutions⁹.

⁸ See: B. Gliński, B.R. Kuc, P. Szczepankowski, Strategic management. Genesis. Development. Priorities, KEY TEXT, Warsaw 1996, p. 97; A. K. Koźmiński, W. Piotrowski (editor) Management. Theory and practice, PWN, Warsaw 2005, p. 127-128; A. A. Thompson, A. J. Strickland, Strategic Management. Concepts and Cases, BPI IRWIN, Homewood, Boston 1990, pp. 3-21.

⁹ J. Penc, Management strategies. Innovative thinking. System operations, AW Placet, Warsaw 1994, pp. 48-57.

Financing operations sacrificed to social security ought to be, most of all, objective (target-oriented) and not subjective. The funds available within a budget shall be provided for counteracting real threats (proportionally to the range of particular threat categories), not for maintaining institutions that are unable to adapt its operation to the variable needs of taxpayers. The subjective financing will force institutional changes.

Searching for new solutions, that might become patterns for operations meant to provide high quality management of social security, could be conducted in two ways – either in accordance with the principles of an empirical approach, often named a diagnostic one, or a conceptual approach, also called a prognostic one.

Taking into account the empirical approach, the starting point is the state of existing organizational solutions. While altering this very state (through enhancement), we establish the project that meets requirements within a certain timeframe. The conceptual approach is characterized by the reverse approach. Here, the point of departure is a perfect model, somehow utopian, that is likely to be implemented in the far future, and then it is made realistic, taking into consideration economic, technical, social, geographical and other capabilities.

According to a large number of theorists and practitioners, including Leszek Krzyżanowski, Jerzy Trzcieniecki¹⁰, the conceptual approach creates opportunities for getting better results. This is, indeed, an analytical and system approach for designing future structures, quasi-perfect, not depending on temporary, real and sometimes only apparent empirical restrictions. From the practical point of view, it seems, however, that in many cases the easier and “safer” is the empirical approach, although it provides worse results that are intellectually poor and conservative. Principally, the conceptual approach requires a wider perception of problems, an ability to create perfect concepts, huge knowledge on global solutions as well as expertise in real and potential execution limitations.

10 J. Trzcieniecki, *Designing management systems*, PWN, Warsaw 1980, pp. 37-38; L. Krzyżanowski, *Basis for organization and management sciences*, PWN, Warsaw 1994, pp. 250-251.

When looking for new organizational solutions, it is necessary to be aware that there are and cannot be two fully isomorphic organizations and environments making a space for their operation and each project has to be considered on an individual basis. One needs to recognize that there are no absolutely good or bad patterns, methods and designing techniques. Each organization has to be treated individually¹¹. Thus, while handling local, regional, Cross-border security solutions it is necessary to develop them as close as possible to the places where they will be applied. Providing detailed regulations to local, regional and Cross-border organizational solutions from the distant headquarters will never take into account real needs of the local communities. Regulations passed at the central level ought to be limited to determining general rules, leaving significant freedom to persons in charge of security within a given area, to deal with specific organizational solutions.

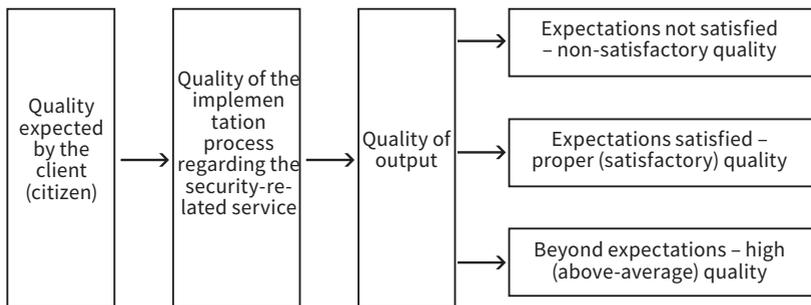
The research activities meant to create new concepts, codes of conduct it is advisable to apply numerous approaches in parallel, since they are complementary to each other. However, as mentioned, conceptual methods are focused on informativeness, i.e. transforming a large portion of hypothetical, theoretical, conceptual, empirical knowledge onto credibility, reliability and verifiability of statements, whilst formal methods – onto applicability of model solutions. Theories, concepts, operational patterns, codes of conduct and other recommendations offered in practice, should be a creative synthesis of speculative knowledge, verified empirically and (or) in the process of formal modeling. Conceptual and empirical researches cannot be recognized as isolated, opposite researching methods, yet as complementary and supporting research methods¹². Simultaneous conceptual and empirical studies may, and often have to be of more or less system and situational character. The thing is that the system approach provides a complex perception of phenomena, problem-solving, whereas the situational approach proves there is no sole, best pattern of conduct, indicating the need to search for a set of solutions, taking into consideration various cases and changes over the time period.

11 M. Lisiecki, Public security management, Wydawnictwo Naukowe ŁOŚGRAF, Warsaw 2011, p. 245 ; K. Zimniewicz, Theory and practice of management, PWE, Warszawa 2014, p. 134.

12 L. Krzyżanowski, pp. 251-253.

In management sciences, when dealing with bottom-up designing of organizational solutions it is preferred to take into consideration citizen security as well. The decision-making process relating to directions of protecting the most important needs of the citizens ought to be conducted at the closest possible levels. Funds from budgets should be split up proportionally to these very demands, so that they are used as rationally as possible to satisfy the citizen needs. This is “the bottom”, not „the top”, that determines what the needs are and how to manage rationally the resources, which are always limited.

Contemporary organizations are most of all client (citizen)-oriented, specialize in quick delivery of better and better customized products (material and immaterial, such as services). As for citizen security, these are services providing protection at a certain level (acceptable by the people). To make it somehow simpler, we may assume that the quality of security-related services covers: quality expected by citizens, quality of the implementation process, quality of output, which might be non-satisfactory, satisfactory, above average¹³. Such a quality of security-related services has been presented in the Picture 3.

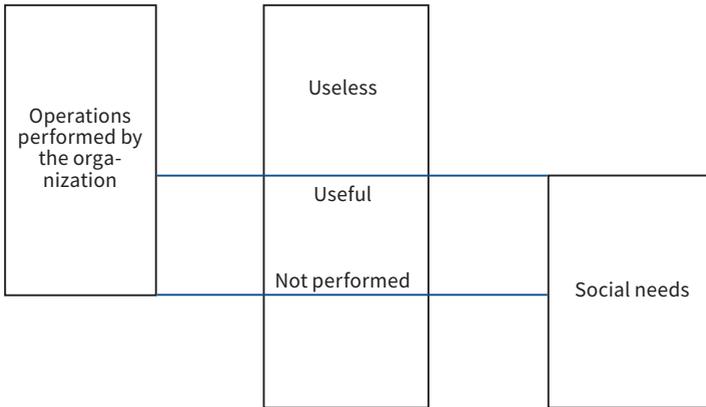


Picture 3. Quality of security-related services
Source: Own elaboration.

While analyzing existing organizations, it is clearly noticeable that, when it comes to social needs, some of their operations seem useless, some look useful, while others are not performed. (Picture 4). The role of each organiza-

13 See: M. Bugdol, Quality management in public administration offices. Theory and practice, Difin, Warsaw 2011, p. 29.

tion is to provide the best match to the real social demands, simultaneously optimizing their organizational (human, material, financial, informational) resources. Such a dynamic correction of operations is obviously more transparent in business organizations as compared to non-profit organizations financed from the state budget. Public administration, in particular, is able to generate objectives that fairly comply with the changing social needs.



Picture 4. A phenomenon of disharmony between social needs and operations of the organization
Source: Own elaboration.

Regardless whether designing new solutions will be mostly based upon empirical or conceptual approaches, or subjective or objective options are preferred – it is necessary to be familiar with organizational solutions applied by others, implementing a similar mission, vision and strategy.

A method, which is grounded on the need of learning from others, comparing with others, catching up with the best and acquiring top ideas, is named benchmarking¹⁴. Practice proves that the decision-makers do not always want to follow others, consider options of introducing new solutions. It is because it always involves undermining stability of organization’s operations, “beautiful oblivion”, the majority of managers and contractors are glad of. Yet, over

¹⁴ See: K. Zimniewicz, Contemporary management concepts and methods, PWE, Warsaw 2009, pp. 11-23.

the last years practice has forced all of those to be more careful with other people's expectations.

Benchmarking is not a method of searching for single innovations, but the process aimed at detecting ways leading to more advanced solutions, applied most of all out of a given organization. The basic question is – why others do it differently and how they are able to achieve better results? It means that the main objective of benchmarking is finding and conveying methods from others that allow for establishing more efficient solutions.

The professional benchmarking comprises the following elements:

- setting up the best within a given area, so called benchmarkers,
- determining how the best act to be the best,
- implementing the method (partly transformed or not) borrowed from one's own organization,
- looking for new „benchmarkers”¹⁵.

As mentioned hereinabove, risk prevention relating to the citizen security requires numerous commitments at international, Cross-border, national, regional as well as local levels. An important instrument meant to provide citizen security is innovativeness of operations, to name public institutions, in particular. It is because this is what makes the state greatly affect the security level. Innovativeness comes down to introducing novelties enhancing efficiency and quality of services delivered by these very institutions. These novelties could have a procedural and/or technological nature.

In a broad sense, innovativeness is recognized as everything that people perceive as new. Narrowing it to the organization and management of citizen security, one might say that innovations are changes intentionally applied by the human, that are meant to swap current organizational solutions into other ones, that considered advantageous¹⁶.

15 B. Karlöf, S. Östblom, Benchmarking. Keep up pace with the best, Zarządzanie i Finanse – Józef Śnieciński, Warsaw 1995, pp. 108-215.

16 W. Pomykało, Business encyklopedia, V. 1, Fundacja Innowacja, Warsaw 1995, p. 354; M. Brzeziński, Management of technical and organizational innovations, Difin, Warsaw 2001, p. 19.

The core area of positive transformations in terms of organization management is business activities. In this very field, the one who is not able to keep up with the best can neither develop, nor survive. For enterprises, surviving is the main goal of strategic operations. Development and survival may also be considered fundamental objectives of the public administration – not public institutions themselves, yet recipients of services, these institutions carry out their services for (most of all citizens).

Changes occurring within business entities impose transformations in the public administration. Therefore, the end of the XX century fructified with the New Public Management Idea based on the need for pro-active management of public institutions, resisting bureaucratic management grounded on a hierarchic structure of authorities and their functional specialization. Organizational method and techniques applied to management of public institutions were derived from business and the latter became more eager to cooperate with non-profit organizations¹⁷. The assumptions for the New Public Management Idea were as follows:

- limiting direct involvement of the public sector in the economy,
- intensifying privatization of the public property,
- increasing efficiency in the area of the classical goods and public services,
- strengthening the position of a citizen on the goods and services market, including, in particular, replacing the citizen – a passive taxpayer – with the consumer-citizen,
- shrinking the government influence and separating various central state institutions, taking decisions on allocation of goods and services from peripheral institutions, meant as agencies and other non-governmental organizations, that are supposed to focus on operations.

The New Public Management assumes that it is necessary to launch:

- market-oriented reforms, referring to the ideas borrowed from the rules applied to the private sector (wider use of marketing instruments, public relations comprising strong feedback from recipient of services – citizens),
- the participative reform, focusing on decision-making mechanisms,

17 D. Osborne, T. Gaebler, Ruling differently. How the entrepreneurial spirit permeates and transforms the public administration, Media Rodzina, Poznań 1994, p. 511.

- the deregulation reform, restricting an excessive and inadequate number of regulations¹⁸.

One of the most substantial consequences of the New Public Management was an opportunity to take advantage of external markets for public goods and services, based on competitiveness. It means paying more attention to the client needs, offering a wider scope of goods and services, taking into account larger preferences and providing higher standard of delivery. Such shifting of management in the public sector towards competitiveness and performance-related targets requires:

- „Leaning” the administration,
- Delegating powers and responsibilities to the lower management levels and substituting governing with co-management,
- Directing the decision-making process towards mission and goals,
- Replacing distribution of governmental funds with active searching for alternative financing sources.

The New Public Management Idea affected the transformation occurring in Poland in the last decade of the XX century. Unfortunately, today this very concept is neglected. It can be seen that the traditional model of public administration, which is highly formalized, with omnipotent detailed procedures, restricting possible operation, hampering creativity and innovativeness, has returned¹⁹. A high degree of formalization of operations occurs in Belarus and Ukraine as well.

The contemporary management of the state security, security of its citizens, composes of numerous aspects. In terms of territory, it may be seen as: internal (local, regional, national) and external (international, including Cross-border) security. In terms of institutions, the level of the citizen security depend on proper functioning of a large number of entities, that might be gathered in the following groups: legislative, presidential, governmental, local autho-

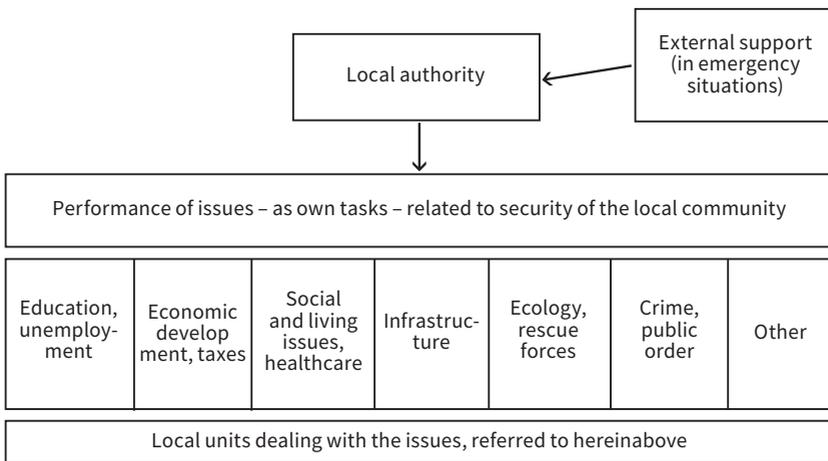
18 B.G. Peters, *Policy Transfers between governments: the case of administrative reform, „West European Politics”, 20 (1997), pp. 73-75.*

19 H. Izdebski, M. Kulesza, *Public administration, Edition 3, Liber, Warsaw 2004, pp. 86-92.*

rities, judicial, economic, civic. Truly speaking, all of us have been contributing to the current as well as past level of the citizen security.

The researches carried out within the Poland-Belarus-Ukraine Cross-border Cooperation Programme are considered a key factor in providing security in Cross-border agreements. Each of the projects, both from 2017-2013 and 2014-2020, deals with issues covering widely recognized citizen security (safe existence, development opportunities, civil liberties). The Cross-border cooperation within all the areas of existence ought to decrease the threat to security regarding local communities, ought to lower the level of formal restrictions resulting from functioning in various political structures.

Practice of democratic European states confirms that even the lowest levels of the public administration might affect: economic development, tax duties, unemployment level, social and living issues, healthcare, education, ecology, crime and offence rates, proper operation of the infrastructure or rescue forces in emergency situations (Picture 5)²⁰.



Picture 5. The chart presenting security management of the local community in terms of tasks and institution
Source: Own elaboration.

20 M. Lisiecki, The role of local government units in managing security of local communities, [in:] S. H. Zaręba, P. Komorowski, M. Zarzecki (editor) 25 of local authorities in Poland – evaluation of power decentralization and economic transformation, KONTRAST, Warsaw 2016, pp. 132-133.

Security-related expectations of citizens

According to the local communities – security is comprehended as:

- the state of human consciousness, where he/she feels free from any threats, imposing the feeling of calmness and comfort,
- life without threat, human coexistence with other people and the natural environment, not disturbed with anything,
- the state with no fear and anxiety about oneself and others,
- assurance with regard to what tomorrow brings,
- no danger of losing health, property and life; full mental comfort enabling to pursue one's dreams and goals,
- the situation, when a man is not threatened by anything and, in emergency, unexpected situations he/she may rely on assistance and support from others,
- certain factors and operations of appointed institutions, that guarantee an average citizen well-being and assurance with regard to what tomorrow brings²¹.

It is not an easy task to deliver an unambiguous definition of fundamental threats to the safe existence and development of citizens. Some factors that affect it include territorial differentiation, dynamics of changes and impossibility of their full identification. In this very field, the source of knowledge might be statistics of organizations acting to provide security, requests submitted directly by the local community, expert opinions.

One of the latest expert report presenting threats to citizen security of a global nature highlights five hazard categories: economic, environmental, social, geopolitical and technological²². Such an approach proves multidimensionality of the threats.

21 See: M. Lisiecki, B. Kwiatkowska-Basałaj, The meaning of security and prognostic model jego zapewnienia, [in:] P. Tyrąta (editor) Security management, Wydawnictwo Profesjonalnej Szkoły Biznesu, Cracow 2000, pp. 53-60; Z. Ciekanowski, Determinants of social security in under the globalization, [in:] A. Jackiewicz, A. Trzaskowska-Dmoch (editor) Economic security of the state. Conditions, processes, results, CeDeWu, Warsaw 2017, pp. 15-29.

22 Global Risks 2019, 14th Edition, World Economic Forum, Committed to Improving the State of the World.

A particularly essential source of information about threats for the citizens is messages received from themselves. As Poland functions within the structure of European Union, it is worth revealing opinions of the Europeans – expressed in *Standard Eurobarometer 83* and *90*²³ - regarding threats to their security, and, taking into account this very background, presenting risks to the local community occurring in Poland²⁴. The list of threats from 2015 and 2018, underlining its degree in Europe and Poland, has been given in the Chart 2.

Chart 2. The list of threats to the security for the citizens of European Union, inc. Poland, underlining its degree (%) – for 2015 and 2018

No.	Threats	European Union		Poland	
		2015	2018	2015	2018
1	Rising prices/ inflation/cost of living	27	21	26	42
2	Unemployment	16	23	19	9
3	Economic situation	10	15	8	11
4	Taxation	14	8	10	10
6	Health and social security	16	20	19	30
7	Pensions	15	15	18	21
8	The education system	11	11	4	5
	Government debt	x	10	x	13
9	The environment, climate and energy issues	5	14	2	9
10	Crime	5	12	3	6
11	Housing	6	11	4	8
12	Immigration	6	21	3	9
13	Terrorism	2	8	2	5

Source: Standard Eurobarometer 83, Spring 2015, Public opinion in the European Union, Report, p. 27-29; Standard Eurobarometer 90, Autumn 2018, Public opinion in the European Union, Report, p.19.

23 Standard Eurobarometer 83, Spring 2015, Public opinion in the European Union, Report, p.27-29; Standard Eurobarometer 90, Autumn 2018, Public opinion in the European Union, Report, p.19.

24 These studies have not covered Belarus and Ukraine.

The list of threats, presented above, underlining its importance to the people, indicates that in the present and future, the most significant risks will be of social and economic nature. They are similarly distributed in both Europe and Poland. The greatest concerns refer to: rising prices, inflation, unemployment, health and social security, pensions, immigration. Traditional threats (military, crime, fires, etc.) are not that important to local communities.

In order to provide an additional verification of threats to the citizen security, the chart 2 includes surveys conducted in 2017 and 2019 among 210 working students of the Cardinal Stefan Wyszyński University in Warsaw, taking extramural studies, with the majors: internal security and economy. These surveys were also meant to point out other important threats relating to civilization development as well as destabilization noticed in the social and political area.

The surveys covered 57% of women and 43% men, where 52% of respondents declared their place of residence was the city with more than 100 000 inhabitants, 25% – the city with less than 100 000 inhabitants, 23% – the countryside. The synthetic results of the latter have been presented in the Chart 3.

Chart 3. Threats for the citizens given in the surveys carried out in 2017 and 2019 among the students of extramural studies of the Cardinal Stefan Wyszyński University, Warsaw.

The reason for threats to the citizens	Year	Threat degree from 0 to 1					
		Total	Women	Men	City	Town	Countryside
Difficulties with finding any job	2017	0,30	0,34	0,24	0,20	0,38	0,40
	2019	0,26	0,29	0,22	0,26	0,31	0,21
Difficulties with finding the job, corresponding to education and professional experience, providing further career opportunities	2017	0,72	0,77	0,67	0,71	0,68	0,79
	2019	0,61	0,62	0,60	0,62	0,64	0,57
Poor financial conditions of the household (family)	2017	0,54	0,60	0,47	0,55	0,57	0,48
	2019	0,52	0,52	0,51	0,52	0,56	0,48
Poor housing conditions	2017	0,34	0,36	0,33	0,36	0,33	0,30
	2019	0,35	0,33	0,37	0,38	0,38	0,25

Low retirement	2017	0,77	0,79	0,76	0,70	0,85	0,80
	2019	0,74	0,72	0,76	0,73	0,79	0,73
Crime (murders, rapes, bodily injuries, assaults, violent robberies, burglaries, thefts, etc.)	2017	0,45	0,56	0,32	0,47	0,48	0,39
	2019	0,44	0,54	0,32	0,44	0,49	0,41
Economic crime (corruption, frauds, including IT, usury, actions leading to bankruptcy and insolvency, money laundering, etc.)	2017	0,35	0,35	0,36	0,37	0,31	0,36
	2019	0,48	0,50	0,46	0,52	0,48	0,41
Road crime and offences (traffic catastrophes, drunk and intoxicated drivers, speeding cases, violation of other traffic regulations, etc.)	2017	0,54	0,60	0,45	0,53	0,54	0,55
	2019	0,58	0,62	0,54	0,56	0,57	0,67
No order in public places	2017	0,30	0,36	0,22	0,34	0,21	0,35
	2019	0,37	0,40	0,33	0,40	0,33	0,32
Economic situation of the state	2017	0,67	0,68	0,66	0,66	0,71	0,62
	2019	0,65	0,62	0,68	0,65	0,67	0,62
Rising prices and inflation	2017	0,66	0,71	0,62	0,61	0,71	0,70
	2019	0,7	0,68	0,72	0,69	0,75	0,68
Rising taxes	2017	0,74	0,76	0,74	0,71	0,75	0,79
	2019	0,72	0,69	0,75	0,69	0,79	0,72
Improper healthcare	2017	0,74	0,80	0,68	0,73	0,79	0,67
	2019	0,75	0,75	0,74	0,68	0,81	0,84
Improper social security	2017	0,46	0,50	0,42	0,47	0,45	0,44
	2019	0,56	0,58	0,53	0,55	0,51	0,62
Immigrants	2017	0,63	0,70	0,56	0,66	0,58	0,65
	2019	0,56	0,62	0,49	0,61	0,49	0,51
Terrorism	2017	0,63	0,70	0,55	0,67	0,64	0,53
	2019	0,57	0,69	0,41	0,61	0,56	0,48
Poor education system	2017	0,42	0,44	0,40	0,39	0,49	0,39
	2019	0,53	0,50	0,58	0,53	0,59	0,48
Climate and environmental changes	2017	0,36	0,38	0,33	0,30	0,38	0,44
	2019	0,47	0,52	0,42	0,48	0,53	0,41
Risks recognized as catastrophes (floods, storms, chemical, technical accidents, fires, earthquakes, etc.)	2017	0,47	0,58	0,32	0,40	0,60	0,42
	2019	0,51	0,62	0,36	0,54	0,49	0,44
Extensive surveillance of the citizens (collecting data about o citizens, their preferences, interests, travels, etc.)	2017	0,55	0,57	0,52	0,54	0,55	0,56
	2019	0,64	0,60	0,69	0,61	0,61	0,72
Using surveillance information to affect certain behavior of those who are under surveillance	2017	0,58	0,57	0,58	0,60	0,55	0,59
	2019	0,64	0,60	0,69	0,63	0,67	0,63

Source: Own elaboration.

The received survey results prove tendencies regarding risks to the citizen security released in various research reports. They point out that the greatest concerns refer to: low pensions in the future; improper healthcare; higher taxes; rising prices and inflation; difficulties with finding the job, corresponding to education and professional experience, providing further career opportunities. Furthermore, the respondents highlighted threats they considered important, resulting from: state economic situation, using surveillance information to affect certain behavior of those who are under surveillance, extensive surveillance of the citizens, terrorism and relocation of immigrants. This set of risks to the citizen security is an evidence, that social and economic hazards are recognized as a particularly essential group.

From the sex viewpoint, the group that fears more is women, whilst the place of residence (city, town, countryside) hardly affects security-related feelings.

The set of threats presented basing upon various sources of risks to the people indicates that, at present and in the future, these are social and economic hazards that will matter the most. They are of similar nature in both Europe and Poland. However, the majority of surveys covers solely the member states of the European Union. There is no data on Belarus and Ukraine. The survey results prove that traditional threats (military, crime, fires, etc.) are not considered the most important to the local communities.

While analyzing researches, which have been repeated periodically by various units, it could be remarked that tendencies on threats to the citizens over the last 10-20 years have been alike (despite the political destabilization, economic crisis, increased migration and terrorism dangers over the recent period)²⁵.

25 M. Lisiecki, Managing the security of the local community, [in:] L. Jańczuk (editor) The role of local government units in maintaining security and public order, Wydawnictwo KUL, Lublin 2014, pp. 12-15.

Conclusion

To sum up different views on the security management, it could be stated that its objective is, most of all, to provide a decent living, development opportunities and civil liberties. Yet, providing of the latter must not be of a temporary nature, but it has to be continuous, resistant to disturbances and relate mostly to the future. A particular protection should be delivered to the systems, including the critical infrastructure, acting towards implementation of these very objectives.

The set of numerous threats to the state security, its citizens, contains social and economic hazards, connected with existence, development, freedom of human beings, that are highly important now and in the future. Thus, ensuring people safe existence, development opportunities, civil liberties have to be fundamental tasks for each state, each local, regional or Cross-border community. Contemporary and future security systems of a state ought to hold at least six functions (with a clearly defined hierarchy) within all these areas – international, Cross-border, national, regional and local:

- retrospective and prospective identification of threats;
- identification the degree of threats to the citizens;
- regulation – setting up goals and principles of protection, people’s behavior, limitation of their liberties and freedom;
- establishment of the operational strategy and financing to implement it;
- institutionalization – segregation and organization of operations with the security area through establishing institutions, procedures providing high quality and innovativeness of operations;
- preventive – prevention of security depleting phenomena;
- operational – taking up widely recognized corrective actions hazardous situations;
- restrictive – punishing those who contributed to crisis situations, criminal offences.

Implementation of the said functions requires a mindful, situation-based usage of various methods and techniques, so to provide the security level complying with social expectations.

A key role in provision of the citizen security within Cross-border agreements is played by the projects carried out within the Cross-border Poland – Belarus – Ukraine Cooperation Programme. Each project, in both 2017-2013 and 2014-2020, has been dealing with issues recognized as broadly understood citizen security (safe existence, development opportunities and civil liberties).

Cross-border cooperation programmes support development processes at the borders of Poland, Belarus and Ukraine. Financing operations covering cultural and natural heritage, enhancement of accessibility to frontier areas, common challenges related to the security and border management²⁶, improve life quality of the inhabitants and therefore improve their security. Fine Cross-border collaboration may contribute to equalization of economic development, healthcare and natural environment, establishment of border crossing movement rules, tight cooperation on crime prevention, etc. It is particularly crucial to draw up and implement common development (overall, functional, local) strategies stirring up economic development of frontier territories. However, it is worth remembering about some formal restrictions resulting from Poland's membership in the European Union and the Schengen Group.

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26 <https://www.pbu2020.eu/pl/pages/53>.

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The Hospice in Białystok

CROSS-BORDER COOPERATION IN THE FIELD OF HOSPICE

CARE BETWEEN POLAND, BELARUS AND UKRAINE

Paper peer-reviewed by Prof. Piotr Tomasz Nowakowski, PhD, DSc,
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“Palliative care begins with understanding that every sick person has his or her own history, his or her own place in the society, his or her own culture and is worthy of respect as a unique individual”.

Dame Cicely Saunders¹

¹ C. Saunders, The Solid Facts. Palliative Care, E. Davies, IJ. Higginson (ed.) World Health Organisation 2004, p.7.

Summary

Due to the ageing of the population and the increase in the incidence of chronic diseases, the demand for palliative and hospice care is increasing. The article is an introduction to the issues related to the care of a patient with chronic, progressive and life-limiting disease. It brings closer the palliative and hospice care, which comprises comprehensive activities of the interdisciplinary team of specialists, aimed at meeting the somatic, psychosocial and spiritual needs of patients as well as providing support for families and care givers. It presents the history, organisation and functioning of the Hospice in Białystok as well as the cooperation with similar institutions abroad, in Lithuania, Belarus and Ukraine. The existing cooperation has focused on the exchange of experience within the framework of organised conferences and on the organisation of training courses for the personnel. So far, we have had several joint conferences in Grodno and Białystok.

Health security

Health security is one of the basic and most important needs in the life of every human being. It accompanies a human being from conception to natural death. Health is a fundamental value in people's lives and the right to health is on a list of fundamental human rights. The implementation of this right, to the extent that it guarantees the health security of citizens, must be supported by an effective policy of a state. In the 21st century, the essence of the European Union (EU)² strategy from the point of view of health security is the equality of citizens in their access to health care so that everyone, regardless of the age, gender, place of residence and wealth can benefit from adequate health care in the event of a sense of health threat.

2 White Paper – Together for Health. EU Strategic Approach 2008-2013, Commission of the European Community, Brussels 2007.

Demographic changes

Ageing is a universal phenomenon that affects every community and every country³. It is particularly visible in developed countries. Ageing is accompanied by a decline in the birth rate and an increase in the percentage of older people in the population. Nowadays, we can observe a dynamic progress in medicine. This allowed for more effective diagnostics of diseases and their treatment. The effect of these measures is the extension of the average life expectancy⁴. According to data of the Central Statistical Office (GUS), the average life expectancy of men increased by almost 8 years, from 66.0 years in 1980 to 73.8 years in 2014 while that of women – by over 7 years, from 74.4 to 81.6 years. With the growth of the population in the oldest age groups, there has been an increase in the demand for palliative care services, including qualified medical staff.

The ageing process strongly correlates with the increase in the incidence of various degenerative diseases: cardiovascular, musculoskeletal diseases and malignant neoplasms. This will make the emphasis on the development of palliative care even stronger. The reasons for such a state of affairs can be perceived both from the perspective of the negative impact of environmental factors and the extension of life of people suffering from chronic diseases, as a consequence of the technological progress⁵.

In the face of the ongoing demographic changes it is necessary to strengthen the age-related sectors. The medical speciality of palliative care is a part of this trend.

Palliative care

Cecile Saunders, a nurse and physician who founded St. Christopher's Hospice in London in 1967, regarded as a world hospice care centre and an edu-

3 B. Drop(red.), Palliative care and the growing health needs of older people in Poland, J Educ Health Sport 2017, 7(7), pp. 959-968.

4 W. Bojar, Average life expectancy in Poland and its determinants, Acta UL Fol Oecon 2015, 4(315), pp.19-20.

5 P. Zielazny (ed.), Late adulthood – a period of losses or new challenges? Med. Og Nauk Zdr. 2013,19(3), pp. 284-287.

cational centre for medical staff and volunteers, is considered the creator of modern palliative care. It is the place where the basics of palliative medicine were developed.^{6,7} In Poland, the first hospices were established at the beginning of the 1980s: St. Lazarus Hospice, the Society of Friends to People in Disease in Kraków and the Pallotinum Hospice in Gdańsk⁷. In medical literature, there are many terms for palliative care, often derived from English or Latin. Those most commonly used are presented below.

Pallium (Latin) – means a mask, a large cloak; it can be understood that palliative care masks the effects of an incurable disease, covers the sick and their relatives with a protective cloak.

Hospice – derived from *hospes* (Latin), which means a guest, hospitality, providing hospitality to a suffering person, Hilton-hospice – a place safe for suffering patients, Eng. *hospitality*. Historically, hospice care overtook the palliative care identified with it.

According to the World Health Organisation (*WHO*), palliative and hospice care are equivalent terms used interchangeably in many countries. According to the definition, palliative medicine: is a field of medicine dealing with the research, diagnosis and treatment of patients with an active, progressive disease, with unfavourable prognosis as to survival, the main objective of which is the improvement of patients' quality of life⁸. It is a medical specialisation focused on comprehensive (holistic) care and symptomatic treatment of a patient with a chronic disease, reducing the quality of life including a support to the family during and after the patient's life.

6 P. Krakowiak, History and modernity of hospice volunteering, [in:] P. Krakowiak (ed.) Manual of a hospice volunteer, Hospice Foundation Library, Gdańsk 2008, pp. 17-26.

7 U. Kurczewska (ed.), Palliative care in Poland – selected issues. Part I. Assumptions, organisation and functioning of palliative care, Farm. Pol. 2010, 66(2), pp. 93-100.

8 J. Łuczak (ed.), Palliative/ hospice care/ palliative medicine, Now Lek, 2011, 80 (1), pp. 3-15.

Organisation of palliative care in Poland

Palliative and hospice care services are provided on condition that a referral issued by a doctor of Primary Health Care (POZ) with justification of medical indication (of a patient's disease) not promising improvement, is presented. These benefits are provided in the following conditions:

- inpatient: inpatient hospices, palliative medicine wards,
- home: home hospices for adults, home hospices for children aged below 18,
- outpatient: outpatient palliative medicine clinics⁹.

Forms directly related to the delivery of palliative care also include:

- pain treatment clinics,
- wound treatment clinics,
- nutritional treatment clinics,
- lymphedema treatment clinics¹⁰.

Pursuant to the Minister of Health's Regulation of 29 October 2013 on guaranteed services in the field of palliative and hospice care, the beneficiaries entitled to use it comprise people suffering from incurable, progressive, life-limiting cancer and non-cancer diseases. Annex 1 to the Regulation shows the disease units eligible for treatment; in the case of adults they include:

- disease caused by human immunodeficiency virus (HIV),
- cancer,
- consequences of inflammatory diseases of the central nervous system,
- cardiomyopathy,
- respiratory failure not elsewhere classified,
- decubitus ulcer¹¹.

9 Palliative and hospice care, <http://www.mz.gov.pl/leczenie/opieka-paliatywna-i-hospicyjna/>, (20.01.2017).

10 T. Buss (ed.), Palliative Care in Poland – from idea to practice, Forum Med Rodz, 2008, 3, pp. 277-285.

11 Regulation of the Minister of Health of 29 October 2013 on guaranteed services in the field of palliative and hospice care (Journal of Laws 13 item 1347)

The care focuses on the improvement of the quality of life, preventing and relieving pain and other somatic symptoms as well as alleviating mental, spiritual and social suffering¹¹.

Palliative care services are provided by a multidisciplinary team of specialists. The size and composition of specialist palliative care teams operating in European countries vary. The basic requirement is the presence of a qualified physician and a nurse in the team. In the UK the team also includes (in various employment range, depending on the needs): a physiotherapist, an occupational therapist, a pharmacist, a nutrition clinician, a psychologist, an orphan care staff, a clergyman, educational staff, a volunteer coordinator, administrative staff^{7,12}.

The Regulation of the Minister of Health of 29 August 2009 recommends the provision of guaranteed services in accordance with current medical knowledge, expressly prohibiting the use of diagnostic methods and therapy in the field of unconventional, oriental and folk medicine¹³.

Palliative medicine and euthanasia

“Those of us who think that euthanasia is an evil have the right to say so, but at the same time become responsible for helping to relieve suffering” (C. Saunders¹⁴).

The definition of palliative care¹⁵ provided by the WHO identifies the affirmation of life and respect for death as a natural and inevitable phenomenon as priorities. The extension of such an approach is a declaration: “no acceleration or delay in death should be sought.” It is the opposition to euthanasia and, on the other hand, to persistent therapy. Persistent therapy can be contrary to the principle of decent living / dying and should not be accepted. By applying

12 L. Pawłowski (ed.), The role of a pharmacist in palliative and hospice care, Med. Pal. Prakt. 2009, 3(1), pp. 19-27.

13 Regulation of the Minister of Health of 29 August 2009 on guaranteed services in the field of palliative and hospice care (Journal of Laws no. 139 item 1138)

14 C. Saunders, Care of the dying-the-problem of euthanasia. Nurses. 2010, 1959(9), pp. 60-61.

15 World Health Organization 2002.www.who.int/cancer/palliative/en/.

the persistent therapy, we delay the moment of death at any cost and expose the patient to additional suffering which cannot bring any benefits.

The Ethics Committee of the EAPC (*European Association for Palliative Care*) refers to euthanasia as the “killing on demand”; medical assistance in suicide is an action for the purpose of depriving life¹⁶. Euthanasia “on demand” has been unfortunately available in some countries, including the Netherlands for 19 years. In accordance with the regulations permitting euthanasia in the Netherlands, more than 5500 people were killed last year, including a man who considered himself a hopeless alcoholic and a victim of sexual abuse suffering from chronic depression¹⁷. In Poland, euthanasia is considered a form of murder and is charged as a murder.

The basic argument raised against euthanasia is the effectiveness of palliative care in the fight against suffering. Therefore, euthanasia has not *raison d'être*. The effectiveness of palliative care results primarily from a holistic approach to the problems of the patient and their caregivers and a systematic, rational approach to symptomatic treatment.

Benefits from implementation of palliative care for the patient and his/her relatives

Palliative and hospice care, which is the standard of management in the contemporary medicine, is an important link in the chain of complex oncological treatment as well as for patients with other chronic, life-limiting diseases. Although these methods of treatment do not lead to a cure, they may slow down or modify the progress of the disease, often prolong life, alleviate the symptoms of a serious disease, protect against complications. For instance, stabilisation of the vertebrae and radiotherapy may reverse the symptoms of compression on the spinal cord, stabilisation of the pathological fracture of the lower or upper limb bones enables self-service and independent wal-

16 L. Radbruch (ed.), *Euthanasia and physician-assisted suicide: A white paper from the European Association for Palliative Care*, *Palliat Med*, 2016, 30(2), pp. 104-116.

17 <https://www.pch24.pl/juz-nie-tylko-nieuleczalnie-chorzy-w-holandii-przyszedl-czas...> (6 February 2018).

king, radiotherapy is effective in bone pain, hemoptysis and superior vena cava compression syndrome. These activities, supported by modern pharmacotherapy, bring benefits to the patient by providing relief from suffering, better functioning in the family and may even enable the implementation of life plans and improve the quality of the patient's life and his/her relatives⁸.

Home hospice care provided by an interdisciplinary specialist team (a physician, a nurse, a psychologist, a social worker, a physiotherapist, a chaplain) with the participation of volunteers enables the patient to stay at home surrounded by family, enjoy independence and comfort, unattainable in hospital conditions. Home is supplied with equipment facilitating care (a hospital bed, an anti-decubitus mattress) and rehabilitation as well as the necessary equipment for therapy: an infusion pump for administering medicine and an oxygen concentrator. Visits of qualified nurses, palliative medicine physicians, serve to establish good communication with the patient and his/her family, monitor therapy with simultaneous education of the patient and family in the field of care and symptomatic treatment and instructions concerning the procedure in emergency situations^{18,19}. It is also important to dispel myths about the alleged addictive and harmful effects of powerful opioids, especially morphine. A number of arguments point to a minimum risk in this respect⁸.

The nurse is the confidant of the patient and his/her relatives in terms of emotions, social problems and a person who helps to get in touch with other members of the specialist team.

Staying in specialist palliative and hospice care units is recommended for patients who do not manage to alleviate their ailments at home, when additional examinations and specialist consultations are necessary and also to provide rest for those tired of caring for the patient (hand-held care usually lasts 1-2 weeks) and for lonely people at the end of their lives^{8,20}.

18 J. Łuczak (ed.), The program of palliative medicine and care in the curriculum of sixth-year medical students in Poland, *J Palliat Care*, 1992, 8(2), pp.39-43.

19 Z. Pawlak, *Spiritual Care in the Terminal Phase of the disease*, *Nowa Med*, 2000, 97, pp.1-11.

20 J. Seymour (ed.), *The Liverpool Care Pathway for the Dying Patient: a critical analysis of its rise, demise and legacy in England*. *Wellcome Open Res*, 2018, 3, 15, doi:10.12688/wellcomeopenrs.13940.2 (1.08.2019).

One should strive for openness in communicating with the suffering patient. Research conducted in Krakow among the patients under home hospice care indicate that families avoid talking to their relatives about their illness and the prognosis. This results in emotional loneliness, depriving patients of the possibility of openly conveying their emotions and anxieties about receiving support and hinders preparation for dying and the death²¹.

Opportunities to extend palliative care and hospice care

In recent years, a dynamic development of palliative and hospice care has been observed. New specialists are trained, new professional assistance units are created and palliative care societies are established. The interest of the society in hospice care is also growing.

According to World Health Organisation data from 2014, in 2006-2011, palliative care was introduced in 21 new countries²². Despite this, inhabitants of 75 countries, i.e. 32% of all countries in the world, do not have access to palliative care while in other countries it is not sufficiently developed in relation to the needs.

According to the report “Health and Health Care” of the Central Statistical Office in Poland, in 2014 inpatient hospices and palliative care units amounted to 142 (73 hospices and 69 palliative care units). They had 2.5 thousand beds at their disposal, provided care to 33.8 thousand people, and the average stay in the establishment was 24 days²³. Despite the fact that the number of centres providing palliative and hospice care in Poland is growing, access to them is not always easy, as the waiting time is too long²⁴. In view of this situation and the continuously increasing needs, it is becoming increasingly important to look for other ways to facilitate patients’ access to palliative and hospice care.

21 T. Grądalski (ed.), Home hospice care over patients dying of malignant tumours in St. Lazarus hospice in 1994-97. *Przegląd Lekarski*, 2005, 62/7, pp. 674-682.

22 WHO Global Atlas of Palliative Care at the End of Life. (24.07.2017).

23 GUS. Health and Health Care Report 2014, publication date 31 December 2015.

24 E. Wesótek, Availability of palliative and hospice care for residents of social welfare homes and long-term care institutions – legitimacy, opportunities and barriers. *Med Pal Prakt* 2016, 10(3), pp. 112-118.

The possibility of integrating palliative care with other medical specialties, such as cardiology, renal medicine, is increasingly being addressed in literature and clinical practice.^{25,26}

In Poland, in the pursuit of the widest possible access to palliative care, one of the important elements is the possibility to provide palliative care in social welfare homes and long-term care centres. A significant proportion of patients who can benefit from palliative care stay in institutions providing care to people with disabilities, chronic illnesses and the elderly²⁷ and such establishments are becoming the last place of life for an increasing number of people worldwide²⁸.

The implementation and practice of palliative and hospice medicine interventions in social welfare homes and long-term care centres could significantly improve the quality of life and increase care satisfaction. In the case of end-of-life care, direct access to palliative and hospice medicine could reduce the number of dying patients transferred to other centres. It should be assumed that dying patients will feel safer in “their” establishments and that the links that have previously developed between the patient and the personnel can make a significant contribution to more personalised care²⁹.

At present, organisational, legal and financial barriers in Poland as well as gaps in employees’ education in the field of palliative care mean that the provision of palliative care to residents of social welfare homes and patients of long-term care units is possible to a limited extent²⁴.

25 M. Lichodziejska-Niemierko, Integration of palliative care with other medical specialties – opinions of nephrologists. *Med. Pal. Prakt.* 2008(2), pp. 1315-1365.

26 P. Sobański, Does a patient with advanced heart failure deserve palliative care? *Med.Pal. Prakt.* 2008, 2, pp. 1045-1075.

27 GUS, Department of Demographic Surveys and Labour Market. Population aged 60 and over – structure by gender and age, life expectancy, mortality, prognosis. (downloaded 30 March 2016). Available on: <http://stat.gov.pl/obszary-tematyczne/ludnosc/ludnosc-w-wieku-60-struktura-demograficzna-i-zdrowie,24,1.html>

28 T.B. Monroe, M.A. Carter, Hospice care in US nursing homes: benefits and barriers. *Eur. J. Palliative Care*, 2010, 17, pp. 1445-1495.

29 National Institute of Aging. Bethesda: U.S. Department of Health Service. Finding care at the end of life. Available on: <https://www.nia.nih.gov/health/publication/end-life-helping-comfort-and-are/finding-care-end-life>.

Hospice care in Białystok

At the beginning of the 1980s the Society of Friends to People in Disease in Kraków was registered whose activity was suspended during the period of martial law. At the end of the 1980s, the social and political situation in Poland was changing and public benefit associations were established, including hospices. The example of the Hospice in Białystok shows how the hospice movement in Poland was developing and how Cross-border contacts were established.

The Oncological Hospital in Białystok was overloaded with an increasing number of patients referred for treatment. Patients were also discharged in case of advanced neoplastic diseases in order to enable treatment of others. In the spring of 1987, several doctors from this hospital, as well as their friends of other specialities applied to the authorities for registration of an association to help families with the care over patients staying at home. The association, following the example of the Kraków society, adopted a similar name: “Hospice” Society of Friends to People in Disease.

The name “hospice” itself raised reservations among some representatives of authorities at that time. There was even an accusation that the initiators of such association were trying to “stab a knife in the back of the socialist health care service”. The local authorities initially rejected the application for registration of the association. Only the appeal to the Minister of Internal Affairs resulted in the registration of the “Hospice” Society of Friends to People in Disease in Białystok.

Since the beginning of its creation in 1987 until now, care has been provided to 300 people a year in the sick person’s home under the name of Home Hospice.

The inpatient hospice was established in 1992 and was created slowly, only from donations and contributions of people of good will. Initially it had 5 beds and currently it has 70 beds in 7 separate departments. The number of patients admitted to the Hospice was increasing year by year; in 2014 it amounted to 745, in 2015 – 906, in 2017 it exceeded 1000, and in 2018 – 1100 people. The up-

ward trend in all places where hospices are established should be taken into account. Patients are admitted from Białystok and the southern and central districts of Podlaskie Province, so there are about 10 beds per 100 thousand people. This is a good indicator which makes it possible to accept patients in severe, including non-oncological, conditions such as chronic respiratory failure, severe decubitus, cardiomyopathies or genetically determined neurological diseases.

The Hospice in Białystok, as in the whole Poland, is governed by the standards for palliative care institutions adopted by the Minister of Health. One doctor's full-time equivalent falls for 10 beds. In an inpatient hospice, a nurse cares for 8-10 patients; during intensive day shift work, the nurse is assisted by a second nurse. Chaplains of both religions (Catholic and Orthodox) are not covered by the requirements of employment by the National Health Fund (NFZ), however, they are available to patients and their families on a 24-hour basis. The volunteers are physicians of various profiles consulting patients as well as physicians on duty as part of their voluntary service.

The several years' experience of the Hospice in Białystok which so far cared for about 20 thousand patients, shows that we are not aware of any case of a patient demanding or asking for a shortening of their life. On the other hand, patients who had previously disclosed suicidal thoughts or tendencies abandoned from them remaining under the care of hospice staff and volunteers. Our hospice care demonstrates kindness towards people suffering from serious illness, relieves them from despair and gives them hope to survive the next day among friendly people. After more than 30 years of serving the sick, organised by the "Hospice" Society of Friends to People in Disease in Białystok, it is clear what the hospice idea is and how much different it is from the pseudo-humanitarian euthanasia ideology which proposes shortening the life of a sick person by killing him/her instead of friendly, comprehensive help due to the sick person until the natural end of his/her life.

Cross-border cooperation

The “Hospice” Society of Friends to People in Disease in Białystok, apart from contacts with other hospices in the country, members of the Polish Hospice Forum based in Kraków, has been establishing contacts with foreign hospices for several years now. The Hospice for adults and the hospice for children in Grodno are the closest to Białystok. They were established ten years ago. An official agreement was concluded between the Directorate of the Municipal Hospital in Grodno where a palliative care ward called “hospis” is located and the “Hospice” Society of Friends to People in Disease in Białystok. The agreement relates to the cooperation and exchange of experience between our hospices. One of the examples of the agreement implementation was the organisation of annual joint conferences. The first one, with the participation of the employees of the Hospice in Vilnius, was held in Białystok. We were informed and invited to other meetings and conferences related to the issues of the seriously and chronically ill. Together we celebrated such events as anniversaries of our associations and inpatient institutions. They included: The 30th anniversary of the “Hospice” Society of Friends to People in Disease in Białystok and the 25th anniversary of the “Divine Providence House” Hospice in Białystok celebrated in 2017. On the Belarusian side: The 10th anniversary of the Grodno Children’s Hospice Association in 2018 and the 10th anniversary of the Grodno Hospice for Adults in 2019. In 2019, at the invitation of the Hospice in Białystok, was visited for 5 days by women from the Hospice in Vitebsk: a physician, a psychologist and two nurses. The Hospice in Vitebsk has also been operating for ten years. We took part in conferences, exchanging experience with employees of two stationary hospices in Minsk. We also invited the emerging hospice in Brest on the Bug River to cooperate with us.

In addition to contacts with developing hospices in Belarus, we exchange experience and even support the emerging hospice movement in Lithuania, Vilnius and the city of Alitus situated on the route from Poland to Vilnius. Apart from individual meetings, mostly at joint conferences, we received a larger delegation from Alitus in Białystok, composed not only of representatives of the health service, but also of social welfare and local government admini-

stration. In addition to the inpatient hospice care already existing there, an inpatient hospice is also being set up, which, like in our case, cannot count too much on financial support from the state.

However, we had less contact with the hospice movement in Ukraine. For several years now, we have been receiving in our Hospice physicians of Polish origin who come to the March of Siberian Exiles, which takes place annually in Białystok in the middle of September (the anniversary of the Soviet aggression against Poland), and we discuss the need to create hospice care. In the situation of warfare on the eastern border of Ukraine, there were no favourable conditions for the establishment of separate institutions of this type of care. However, we established working contacts with the management of the hospital in Yavoriv near Lviv, where creation of several dozen inpatient hospice care facilities is planned. This year we hosted a delegation from this hospital twice (once on the occasion of a conference on hospice care in the countryside) and we are ready to share not only our long-term experience but also the equipment we have acquired from donors, according to the rule “you got it for free, give it for free”.

Conclusion

Poland and other European countries face the problem of ageing population. The number of the elderly is gradually increasing, the birth rate is falling and, as a consequence, the percentage of the working age population is falling. The ageing process is accompanied by an increase in the incidence of chronic and incurable diseases, including malignant tumours. The aim of palliative and hospice care for chronic patients, due to their inability to be cured, is to improve their functioning and extend their lives by using of modern techniques and therapies. This care struggles with many problems. There is a shortage of qualified medical staff and equipment, the waiting time for the chronically ill patient to be cared for is long. Searching for ways to address difficulties in accessing care is one of the most important challenges related to the development of palliative medicine. Unfortunately, few international projects are being undertaken in this area.

In the years 2014-2019 in Poland and five other European countries (Belgium, Finland, Norway, Great Britain and Italy) a research project entitled “Comparing the effectiveness of palliative care over the elderly in long-term care institutions in Europe” has been carried out. The main objective of this project is to assess the quality of care over dying patients in care facilities in six European countries and to develop an effective educational model for the staff of these establishments³⁰.

Under the Cross-border Cooperation Programme Poland-Belarus-Ukraine 2014-2020, only one project concerning palliative care was carried out entitled “Institutional cooperation between Vynohradiv district and Sanok province in development of the palliative care provision”. Within the framework of this project, a regional palliative care centre for 25 beds with all the complete equipment was built in the Vynohradiv³¹. To date, the cooperation of the Hospice in Białystok with similar units across out Eastern border, i.e. Lithuania (Vilnius, Alitus), Belarus (Grodno, Minsk, Vitebsk) and Ukraine (Yavoriv), is not included in any research programmes or projects. We believe that in the near future such works will be undertaken, which will increase the importance and quality of palliative and hospice care across the borders of Poland, Belarus, Ukraine and Lithuania.

30 <http://www.epi.cm-uj.krakow.pl/eupace-pl/>.

31 <http://www.pl-by-ua.ea.pl,5>.

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PUBLIC SECURITY AS A BASIC VALUE IN PARTNERSHIP

AND CROSS-BORDER COOPERATION

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Summary

Due to deepening crisis in the world (in particular, global migration crisis, terrorism, war and peace issues, growing poverty etc.), searching for collective security mechanisms is high on today's agenda along with the need for coordinated actions of the countries suffering from different kinds of threats, both existing and emerging, which are able to undermine foundations of democracy and individual *liberty*. It led to a new understanding of security as a value, which is no longer treated as a psychophysiological category but acquires a new social meaning.

The actualization of social aspects in security, which is understood as protection going beyond biological existence of an individual, expanded the scope of socio-humanitarian research and allowed highlighting an axiological aspect in understanding of this category. Today, social security is discussed as an important social value having its own structure of values. Based on structural and systemic concepts, we suggest to discuss the value of *public security* at personal, group, institutional and universal (civilization) levels. Local-regional dimension constitutes a separate, special dimension of public security as a value and concept and acquires specific forms of social relations at Cross-border cooperation level. The analysis of value foundations of public security in the context of Cross-border relations is a prerequisite for designing effective strategies for the existing and future cooperation based on a dialogue, partnership and a coherent understanding of the common challenges facing the concerned parties to the international processes.

The analysis of the existing and implemented (CBC) programmes (CBC Programmes Poland-Belarus-Ukraine for 2007-2013 and 2014-2020) made it possible to identify a number of security priorities (indicators) in the public security system. We identified the following indicators-values: *joint initiatives*, *quality of life*, *common heritage (cultural and historical)* and *secure borders*.

Introduction

A possibility to live without being exposed to various risks and dangers is highly valued in human society. However, under the conditions of peace and welfare, when life is stable and quiet, security is not recognized as a priority and is not actualized. In the time of social upheavals, disasters, wars, acts of terrorism, it grows more important and is regarded as a high priority issue by the people and society. It is remarkable that the events of September 11, 2001 literally transformed social consciousness in the United States. Therefore, the value of security, both personal and national, became higher than the value of freedom, which had the highest status before.

Due to deepening crisis in the world (in particular, global migration crisis, terrorism, war and peace issues, growing poverty etc.) searching for collective security mechanisms is high on today's agenda along with the need for coordinated actions of the countries suffering from different kinds of threats, both existing and emerging, which are able to undermine foundations of democracy and individual *liberty*. It led to a new understanding of security as a value, which is no longer treated as a psychophysiological category but acquires a new social meaning.

As J. Delumeau rightly points out, "... the need for security is basic; it is the foundation of human emotion and morality. Lack of security is a symbol of death, while security is a symbol of life. A companion, a guardian angel, a well-wisher is always the one who gives a sense of security"¹.

Actualization of social aspects in security, which is understood as the protection beyond biological existence of an individual, expanded the scope of socio-humanitarian research and allowed highlighting an axiological aspect in understanding of this category. It is emphasized that *security* is a multifaceted concept; hence, there is a large number of its definitions and interpretations. However, all researches dealing with this subject agree that security, includ-

1 Delumeau J., *Strach w kulturze Zachodu XIV-XVIII*, [w:] *Oblężony ogród*, przeł. A. Szymanowski, Volumen, Warszawa 2011, p. 16.

ing public security, is one of the most important human needs and values and its realization (satisfaction) is one of the most important purposes of human activity. It is emphasized that in a global crisis, security acts as a system-organizing and basic value of a sustainable development society.

A separate, special dimension of public security as a value is its analysis in the context of Cross-border cooperation. The analysis of value foundations of public security in the context of Cross-border relations is a necessary prerequisite for building effective strategies of the existing and future social dialogue, social partnership and coherent understanding of the common challenges the countries participating in the international processes face.

Methodological aspects of analyzing a social security issue

Methodological aspects of analyzing a security issue are grounded on its understanding as an important component of human existence. Security is closely linked to the problem of human survival, his/her realization as an active subject of the social process under conditions of certainty. The evolution of human history has revealed a number of patterns that characterize the security function²:

- social progress does not eliminate the threats to the existence of the individual, society or state;
- increasing power of humans over nature is accompanied by an increase in the scale of threats to humanity;
- with growing differentiation of society and complexity of its organization, the range of social threats expands;
- social threats are not constant and are subject to modifications as the society develops;
- security systems are an integral attribute of complex social systems and organizations;
- underestimation or disregard for safety problems at all levels of the social organization not only leads to different kinds of losses, but inevitably re-

² Зеркалов Д.В., Арламов О. Ю., Соціальні проблеми сталого розвитку. Монографія, Основа, Київ 2013, р. 216.

sults in decrease of viability (competitiveness) and even the demise of its relevant elements (entities).

In the context of rapid social changes the value of *security* as a category is gaining a new meaning and significance. This category is understood through the system of interrelated concepts “challenge-danger-threat-security”. Challenge is a demand, an urge for an action or relationship, which are not necessarily dangerous. Challenge involves taking actions that go beyond the ordinary course of events, therefore it is difficult to anticipate their consequences and potential risks and threats. Challenge may contain threats but is not inherently dangerous. Danger is the objective possibility of a negative impact on the social system. Threat is a specific and direct form of danger or a set of negative factors and conditions. Security itself is the degree of protection against the negative effects of internal and external factors. The purpose of security is to respond to threats, introduce specific measures and mechanisms to ensure a certain balance or protection of an individual, state and society in general.

Security is one of priorities for the Ukrainian society. A poll conducted by Ilko Kucheriv Democratic Initiatives Foundation in collaboration with the NGO Human Rights Information Center, supported by the United Nations Development Program (UNDP) (July 2018), showed that freedom (which is acknowledged to be a core value for 86% of respondents), justice (70%) and security (67%) continue to be priority values for the Ukrainians³. Security is equally important for Polish society. According to the CBOS survey (February 2019), core priorities for Polish people are family (80%), health (55%) and peace (48%), which together constitute a safe and an organized life.⁴

The social context of security “fills” this category with a much wider range of human relationships. V. Skurativskiy, O. Lanyuk pay attention to that, saying

3 Свобода, справедливість та безпека залишаються серед ціннісних пріоритетів українців – опитування, www.dif.org.ua/article/ukrainsi-tsinuyut-svoi-prava-i-svobodikhocha-y-dosi-pogano-orientuyutsya-u-zmisti-ta-pokhodzhenni-prav-lyudini-sutnosti-pravovikh-mekhanizmiv-opituvannya (10.12.2018).

4 CBOS: Najważniejszą wartością dla Polaków jest rodzina, www.wnp.pl/parlamentarny/spoleczenstwo/cbos-najwazniejsza-wartoscia-dla-polakow-jest-rodzina,37487.html (20.02.2019).

that the category of “social security” is a complex concept that encompasses economic, political, social and spiritual aspects, which reflects everything that influences the environment of human existence and the quality of people’s life, makes society sustainable, capable of development. In their opinion, “social security is a state of vital functions of an individual and society, which is characterized by a formed, stable social system able to ensure social conditions for the individual’s activities, social protection, and resistance to the influence of factors that increase the social risk”⁵. The above interpretation of social security largely “fits in” the system of meeting the basic necessities of life (individual, vital) of the individual (material, spiritual) and in the realization of life expectations by creating conditions for work, education, health care or providing pension guarantees. In this sense, the concept of “social security” encompasses socio-economic aspects and is a prerequisite for the implementation of strategic goals of social policies, which require taking into account a number of indicators of both tangible and intangible nature as the state of social security in the country is known to be directly dependent on the standards of living. Among the possible threats to social security (both at the individual and state levels) are the following⁶:

- threats, which arise from deficiencies and mistakes in the policies and actions of state and political leaders or power institutions leading to adverse social consequences, conflicts and mass protests of people (or certain social groups), whose social interests have been violated or neglected;
- threats related to national contradictions, conflicts of interest, violation of rights, freedoms and legitimate interests of citizens of any nationality, inter-confessional and interethnic conflicts;
- threats caused by political extremism and terrorism, which can result in material, moral and social and psychological damage to people, groups and individuals;
- threats caused by violation of legal rights, freedoms and interests of people, when the state fails to protect them (violation of the rights to life, work, edu-

5 Скуратівський В., Ланюк О., Соціальна безпека українського суспільства та шляхи її забезпечення, с.196, www.visnyk.academy.gov.ua/wp-content/uploads/2013/11/2011-3-28.pdf.

6 Помаза-Пономаренко А. Л., Домбровська С. М., Соціальна безпека – оптимальний рівень соціального розвитку макро-, мезо-, і мікрорегіонів України, “Інвестиції: практика та досвід”, 16 (2016), pp. 55-56.

cation, housing, health care, property, freedom of movement, secured old age, undermining the mechanisms of social reproduction, etc.);

- threats related to the aggravation of criminal situation in the society, increase in crime rates, violations of law by the actions of law enforcement agencies and state institutions, etc.

Social security as a basic value category

Social security is an integral part of public security or security of the society, which is largely considered in the context of national security (as it is in Poland), or independently, having its own significance; being characterized as social, public, ideological, global, etc. We can agree with S. Jarmoszko's opinion that the category of public security as a concept is the most difficult one, which stems from the complexity of the phenomenon of society itself and its understanding⁷. In the opinion of O. Kornievsky⁸, "public security" defines efforts to overcome today's threats to the security of society, its social systems or a particular social model of public life. According to P. Garcin, the safety of society is, above all, a projection scheme of the state guaranteeing full functioning of a citizen, society and the state⁹. According to M. M. Leszczyński, "Public security includes all legal and organizational measures taken by the state (national and international), non-governmental structures and citizens themselves, aimed at ensuring a certain standard of living for people, families and social groups and preventing their marginalization and social exclusion"¹⁰.

Axiology of public/social security gives an answer to the question: "What values should it serve and what do they mean for the security of state?" Answering this question, J. Gierszewski¹¹ describes the mission of public safety in such

7 Jarmoszko S., Teoretyczne konceptualizacje i sensy bezpieczeństwa w naukach społecznych. [w:] Nauki społeczne wobec problemu bezpieczeństwa (wybrane zagadnienia), Uniwersytet Przyrodniczo-Humanistyczny w Siedlcach, 2016, p. 68.

8 Корнієвський О., Концепт суспільної безпеки: сучасний науково-експертний дискурс, www.vlp.com.ua/files/21_58.pdf.

9 Garcin P., La sécurité publique au quotidien: acteurs, territoires et technologies, Paris Armand Colin, 2007, p.168.

10 Leszczyński M., Bezpieczeństwo społeczne a bezpieczeństwo państwa, UHP, Kielce 2009, p. 37.

11 Gierszewski J., Model bezpieczeństwa społecznego na tle teorii systemów,"COLLOQUIUM WNHIS", 2013, nr.2, p.29, [www. http://colloquium.elsite.eu/images/numery/X/JG.pdf](http://colloquium.elsite.eu/images/numery/X/JG.pdf).

values such as social justice, equality, solidarity, self-government, partnership, effectiveness, efficiency of institution. In his view, such combination of values should generate a synergistic effect, which will have benefits not only for the state, but also for the society as a whole. I. Żeber-Dzikowska¹² draws our attention to the fact that the values of public security define the direction of individual's activities in the state as well as the foundations of the development of social groups and institutions on the path to public consent, egalitarianism, prosperity and progress. It is noted that the category of social security is most often associated with the values such as social justice and solidarity.

It is important to emphasize that “public safety” is a category of value and as such opens the way to a systemic analysis of social organization. A well-known researcher on values S. Schwartz grouped all values into 10 motivationally distinct types: Power, Achievement, Hedonism, Stimulation, Self-Direction, Universalism, Benevolence, Tradition, Conformity, Security. In his understanding, security is an inseparable part of stability of the society, the relations prevailing in it and the individual¹³. (Public) security as a core value has a significant influence on the organization of human behavior. In our view, regulatory impact of social security as a value should be viewed from a structural and systemic standpoint. A well-known American sociologist N. Smelser believes that values, acting as an indicator of human progress, never act independently but constitute a certain holistic system. The value system, in his opinion, includes different groups of values that form the inner core of culture and society as a whole. Each society has its own specific structure of values, its “basic” values that determine its further development, its place in the global social and political systems¹⁴. Understanding of social security as a complex, multi-level structured system opens the way to deeper understanding of human nature, people's activities and actions. Therefore, the security of society has its own structure of values, which

12 Żeber-Dzikowska I., *Bezpieczeństwo społeczeństwa w dobie zagrożeń XXI wieku*, "Wielokulturowe Studia Drohiczyńskiego Towarzystwa Naukowego", 2017, nr.9, s.301, www.drohiczyntn.pl/images/DPN092016/297-309-eber-Dzikowska.pdf.

13 Митина О.В., Сорокина В.В., *Ценности старшекласников: разработка компьютерного диагностического инструментария*, "Вестник Московского университета, Сер. 14. Психология", 1 (2015), pp. 44-45.

14 Смелзер Н., *Социология*, Феникс, Москва 1994, pp. 660.

should be regarded as subsystems at personal, group, institutional and human (civilizational) levels (see Figure 1).

The personal level of public security values is the creation of a favorable environment for the harmonious development of an individual and his/her social protection. The state of security or safety of a person is the result of the implementation of social protection policy. Virtually all measures taken with the purpose of ensuring the security of society are human-centered (person-oriented), i.e. aimed at an individual, his/her expectations, well-being, education, affirmation of family values and prevention of violence, racial, religious and ethnic intolerance, moral and spiritual degradation. In other words, we are not only speaking about economic or spiritual needs, but also about social and cultural human rights and the mechanisms for their realization in each particular society. Largely, the protection of such rights is within the competence of the state and its institutions, whose activities should be aimed at promoting values that are agreed upon by individuals and the authorities. Reaching such a consensus of values is a lengthy process related to the established national traditions, mental factors, upbringing of young generation, state ideology in the field of social policy and well-defined regulations governing various fields of human life. An integral indicator of value consensus is the level of citizens' protection against possible challenges and threats. In this respect, effective means of control include research on public opinion, monitoring of public sentiment, statistics of violations of legal norms, personal rights and freedoms being respected. Poland's experience in conducting permanent monitoring of its citizens' security level (feeling of security) can be an example for Ukraine. In this case, we are dealing with subjective evaluation of this phenomenon based on the study of mass consciousness. While in 1993 this figure was 23%, in 2010 it reached 70%¹⁵ and in 2018 – 86%¹⁶. It shows that the overwhelming majority of Poles considers their country to be a safe place to live today. In contrast to Poland, the level of

15 Swoboda P., Poczucie bezpieczeństwa obywateli w Polsce w okresie transformacji systemowej, [w:] *Elementy świadomości politycznej współczesnego społeczeństwa polskiego*, Łabędź K. (red.), Wydawnictwo Naukowe Uniwersytetu Pedagogicznego, Kraków 2012, pp.179.

16 Poczucie bezpieczeństwa i zagrożenia przestępczością. Komunikat z badań, 2018, nr. 61, www.cbos.pl/SPISKOM.POL/2018/K_061_18.PDF (20.10.2018).

satisfaction with the level of security in Ukraine as of May-June 2019, according to the survey held by the Kyiv International Institute of Sociology (KIIS), was only 11% (not satisfied – 64%)¹⁷, which means that personal security is a highly urgent issue for the Ukrainian society.

The group level of public security values are values that define and regulate the system of interindividual and interpersonal relationships that have emerged in the process of group interaction and are determinative in the social security space beyond the individual and his/her subjective perception. It is important to emphasize that security as a value generates new values, especially when there is a transition from individual to collective (group, public). This involves creating a new value context. At this level, the phenomenon of group identity (ethno-cultural, religious, etc.) is included in the analysis of public security, whose importance is growing in the context of citizens' awareness of themselves as a separate community, a political nation that has its own country, history, language, culture, common vision of the future¹⁸. On the other hand, "security of society" is built when the subjects of interpersonal interaction are aware of integrative values at the level of cohesion, mutual support, solidarity, consolidation and are capable of counteracting instability and disorder in the society. Family values are of particular importance, as well as the ability of self-organization and creation of appropriate professional groups and public associations designed to neutralize, control and eliminate any dysfunctions, social risks and threats. Equally important for public security is the strategy of constructive interaction among social strata and groups in the society (strata, classes, segments) based on the principles (values) of "social partnership", which ensures the sustainable development of socio-political unity in the society and is an important indicator of its stress resistance. The more structured the society is, the faster it reaches internal order and equilibrium. In the social structure of society, a particular importance is attached to the modern middle class and the values it represents

17 Задоволеність українців різними аспектами життя та тим, як складається життя в цілому, www.kiis.com.ua/?lang=ukr&cat=reports&id=882&page=1 (25.07.2019).

18 Безпека суспільства у регіоні Румунія-Україна-Республіка Молдова: тристоронній підхід. Програма Схід-Схід: «Партнерство без кордонів», Бухарест- Кишинев-Київ 2008, pp. 4-8.

(welfare, stability, knowledge, success, independence, respectability)¹⁹. In Ukraine, the issue of middle class remains relevant due to economic disruptions and political upheavals that have taken place over the last 15 years. It is considered that the middle class can only emerge in the societies, where the principles of cultural and economic liberalism are respected, which have already been the attributes of the Western society some half a century ago. In such a case, middle-class is founded on the principles of economic and market imperatives (selfishness and maximization of material well-being). Being insignificant in number, the Ukrainian middle class cannot contribute to public safety. According to the researchers, the proportion of middle class in Ukraine is 10-15%²⁰. For example, in Poland, middle class constituted 65% (as of 2016)²¹ of the population and in general has all characteristics of modern middle class: it plays a leading role in a society, is focused on new knowledge and information technologies, supports the ideas of freedom, democracy and the rule of law.

Institutional level of public safety values are the values that are important to a particular society, nation, people and state. Although the term of public security allows broad interpretation, the vast majority of scholars agree that the state influence (both institutional and legal) is necessary for its formation. In this respect, special attention is paid to the mechanisms of ensuring national security and establishing constructive interaction in the system of state and social institutions. At this level public safety as a value is closely linked to all elements of the society, ensuring their moral and legal normativity. All rules, regulations, or instructions are designed to regulate safety requirements, ultimately aiming for the reduction of risk of various dangers. In Western-style democratic societies, this is achieved through the values such as respect for traditions and human dignity, national position, peace, concern for the environment, tolerance and language. At the same time, a fundamental role of the state and its institutions is respect, protection of human rights through po-

19 Александрова О.С., Цінності середнього класу і сучасна концепція освіти, www.elibrary.kubg.edu.ua/id/eprint/481/1/O_Aleksandrova_2012_NPO_3-4.pdf.

20 Середній клас в Україні: уявлення і реалії, Центр Разумкова 2016, www.razumkov.org.ua/uploads/article/2016_Seredn_klas.pdf.

21 Klasa średnia w odwrocie, www.obserwatorfinansowy.pl/tematyka/makroekonomia/klasa-srednia-w-odwrocie/ (04.05.2019).

litical processes and legislative initiatives. If the state's public security values are not respected, negative consequences are inevitable, such as economic downturn due to decline of labor morale and labor motivation; economic crises leading to social upheavals; environmental catastrophes caused by the neglect of environmental issues; ignoring the system of value orientations in the society; negative attitudes towards education and science, which determine the future of any country.

The opinions on how the state should ensure public safety are diverse. For example, in today's Ukraine, the priority areas, according to experts, are prevention and minimization of external and internal threats; building a welfare state based on the principles of social responsibility, value of decent work and working life; ensuring effective social governance; realization of social interests of citizens²².

The most important elements of the mechanism of ensuring public security of the state are:

- continuous complex spatial-temporal monitoring of social phenomena in society;
- development of the criteria, qualitative and quantitative indicators (limit values) of social stability, applicable both to the whole country and to each of its subjects;
- identifying a set of factors that are likely to threaten social stability in the society;
- creating models of socially significant projects; verification of these models and identification of cases, where the model and actual parameters of social development are approaching the limit values;
- developing comprehensive measures to steer the country or its subjects out of the social danger situation²³.

22 Стан та перспективи соціальної безпеки в Україні: експертні оцінки : монографія / О. Ф. Новікова, О. Г. Сидорчук, О. В. Панькова [та ін.], Київ; Львів: ЛРІДУ НАДУ, 2018. pp. 43-44.

23 Зеркалов Д.В., Арламов О. Ю.. Соціальні проблеми сталого розвитку. Монографія. Київ: Основа, 2013. pp. 216.

Implementation of declared measures in the field of public security at the state level is only possible if the principles and values of social dialogue are respected between all stakeholders (individuals, social institutions, public sector, business, local communities, state). In order to implement the value and praxeological potential of social dialogue, a number of conditions are to be observed, the most important of which, in our opinion, are the following:

- creation of appropriate institutional (legal and regulatory) conditions for social security based on social responsibility;
- enhancing the role of the state as a guarantor of constructive and civilized public dialogue;
- introduction of effective mechanisms to prevent the emergence of economic, labor and social conflicts through mediation and negotiation, and thus enhancing the role of conciliation bodies and procedures;
- implementation of the principles of social (corporate) responsibility in the relations between the subjects of social partnership;
- adherence to the principles of social justice in the distribution of material, spiritual and cultural goods;
- creation of effective conditions for developing a security culture in the society.

Universal human level of public security values is the values that have universal (civilizational, cultural) significance in the society's progress in building international security environment. Their scope is not limited to one country, which is defined by the experience of international cooperation. Social security as a value is associated with such fundamental values as democracy, personal freedoms... (justice, humanity, humanism, freedom, love, faith, hope, wisdom, beauty, goodness, life, happiness, hard work). An example of how the value context of the public security principles is implemented is the social policy of the European Union (EU), which at the beginning of the 21st century is gradually being transformed from the traditional to innovative one, and can be defined as "social innovative policy" that addresses many social issues and threats to public safety²⁴. Since the 90s of the twentieth century, the EU experts identified the eight areas of scientific and technological development

24 Ящишина І.В. Інноваційний механізм зміцнення соціальної безпеки ЄС, www.global-national.in.ua/archive/20-2017/219.pdf.

that are essentially aimed at shaping public safety in the EU countries: health care, environmental protection, education and further education, mobility, communications and transport, services, process and product technologies, biotechnology, information technology. The implementation of the declared aims is possible only under the conditions of political (value) consensus among the EU member states. The idea of the united Europe is based primarily on the Christian values. However, in order to develop the common European values we should identify common challenges that stand in the way of the interstate and the intercultural integration. In this respect, the system of basic European values such as “democracy”, “freedom”, “rule of law”, “human rights”, “equality”, “social justice” is of crucial importance²⁵. However, formation of a multipolar world system raises many controversies over possible development of the world and therefore a secure environment in the future. The EU’s future can be viewed from the perspective of either eurooptimists or euroscepticists, whose confrontation is growing in the face of the recent Brexit developments. Euro-optimists view the enlargement of the European Union in the categories of “multiculturalism”, “open society”, “common European identity”. The integration of values is opposed by the processes of disintegration and euroscepticism, which in the European context stimulates a positive attitude towards national sovereignty, cultural identity, decentralization of power, protectionism²⁶. In such circumstances, the value picture becomes fragmented as we are facing the risk of chaos and the very existence of the idea of united Europe is at stake.

Global processes give rise to global challenges, which in modern society are clearly defined. Today, the value system of the world is threatened by the dangers posed by international terrorism, cybercrime, and global migration challenges. The problem of national security (security of human life and human society) becomes the issue of value. Dramatic changes in social conscious-

25 Procesy integracyjne i dezintegracyjne w Europie, Anna Pacześniak, Monika Klimowicz (red.), OTO–Wrocław, Wrocław 2014.

26 Артьомова Є. С., Геополітичний дискурс європейської інтеграції, “ Політологічні записки”, 6 (2012), www.nbuv.gov.ua/UJRN/Polzap_2012_6_40...; L. Węgrzyn-Odziob, Wartości jako element konstrukcyjny europejskiej tożsamości kulturowej, [w:] D. Gizicka (red.) Narodowe czy wspólnotowe? W poszukiwaniu europejskich wartości / Red. naukowa D. Gizicka, Instytut Sądecko-Lubelski, Lublin 2012, pp. 35-58.

ness have taken place because of social changes and transformations. An increasing uncertainty, incertitude and growing conflict are the reasons why the intellectuals are analysing the nature of crisis and trying to identify the priorities for the further development of the humankind. One of the ways to overcome the deep contradictions in society, as suggested by a German researcher H. Klages, is a “value synthesis” when the old and new values are not necessarily in opposition to each other, but can be in the mentality of many people to create productive interactions and have relevant manifestation in their behavior²⁷. Thus, we are dealing with the evolution of the value systems, which are transformed depending on their expediency not only for progressive development of humankind, but also for its protection from real and possible future large-scale threats.

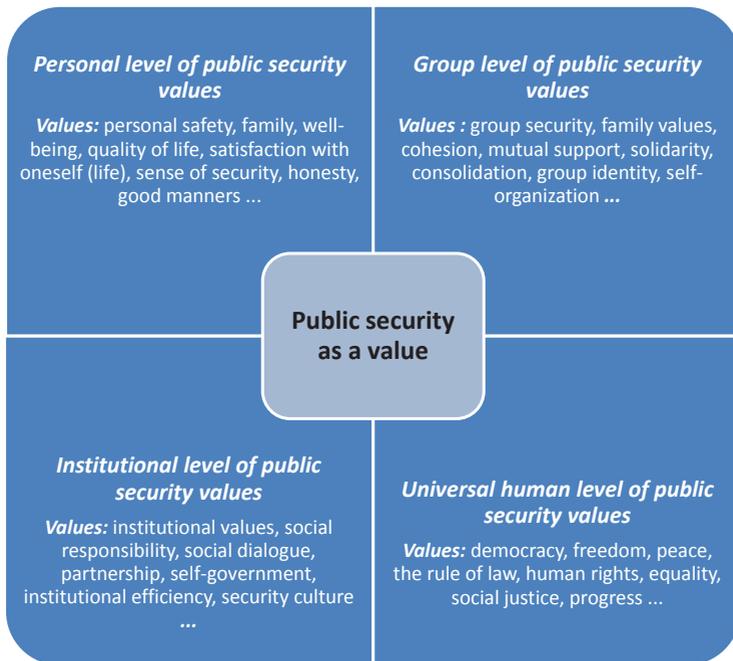


Fig.1 A multi-level system of public safety values

27 Ручка А., Ціннісна зміна як провідна тема сучасного соціологічного аналізу, www.ijimv.knukim.edu.ua/zbirnyk/1_2/25-ruchka.pdf. (15.06.2016).

Value indicators of public safety in the context of Cross-border interaction

The challenges of today require the capacity to build effective mechanisms to counter threats not only globally but also at the interstate level, especially when it comes to multilateral international cooperation at the level of Cross-border interactions. Such interaction, with regard to a spatial-territorial criterion, is subject to the analysis of safe environment at the local-regional level. When this criterion is applied, Ukrainian researchers suggest considering the security (including public security) at the level of an individual, a region, a country, and associations of countries²⁸. The Polish scientific tradition distinguishes among personal security (individuals), local, subregional, regional, supra-regional and global (universal)²⁹.

To create effective mechanisms for counteracting the existing and emerging threats, an important step is to work on (identifying, calculating) indicators to assess public threats or those that undermine national security. It should be noted that today the list of these indicators differs depending on the national specificity and the methods of their calculation for each specific type of security. Thus, when assessing economic security (against the background of Ukrainian specificity), it is proposed to apply the following classification to economic indicators of a general nature, which should primarily include: macroeconomic indicators that demonstrate the main trends of national economy (GDP; military spending; external and internal debt, etc.); private socio-economic indicators (investment in fixed capital and expenditures on R&D in GDP; share of machine-building, engineering, metalworking and innovative products in total industrial production; unemployment rate; R/P 10% etc.); indicators of functional and sectoral level, which make it possible to evaluate certain components of the economic security of the state (level of monetization; inflation rate; gold and foreign exchange reserves, etc.)³⁰

28 Онищенко В. О., Завора Т. М., Чепурний О. В., Соціальна безпека регіону: теоретичні та прикладні аспекти : монографія, ПолтНТУ, Полтава 2015.

29 Zięba R., Instytucjonalizacja bezpieczeństwa europejskiego: koncepcje-struktury-funkcjonowanie, Scholar, Warszawa 1999, pp. 30-31.

30 Денисов О. Є., Параметри та показники оцінки економічної безпеки держави, "Державне управління: удосконалення та розвиток", (8), 2016, /www.dy.nayka.com.ua/?op=1&z=996.

A. Kolesnikov and M. Zyaylyk³¹ propose to take into account such indicators as the influence of the cyber environment (recently, formation of public consciousness and social tension in the world has been strongly influenced by informational attacks with the involvement of different social networks), the share of shadow economy in the country (increase in the share of hidden capital), middle class formation (its low share in the social structure being a significant threat to national security), environmentally-friendly economy as a healthcare component of social security. The mechanism for developing and investigating a system of such factors and indicators should facilitate the identification and assessment of the level and extent of social threats in the national security system. By estimating various kinds of threats such system allows identification of the most dangerous processes and deformation tendencies, related to certain states of security at different stages of society development.

As mentioned above, public safety covers a much broader macro segment in the analysis of potential hazards than social security. Therefore, the axiological dimension of its analysis allows to identify the value indicators that can be applied to overall nature of Cross-border interactions at a more generalized level. In our view, in this sense, value-based indicators are values-goals, which enable us to formulate a security policy in the field of Cross-border cooperation and to define its main strategic directions in a more accurate and clear way. The analysis of CBC programmes namely CBC Programme Poland-Belarus-Ukraine 2007-2013³² and CBC Programme Poland-Belarus-Ukraine 2014-2020³³, allowed distinguishing a number of the value priorities (indicators) in the public security system. The basic indicators of values include: Joint Initiative, Quality of Life, Common Heritage (Cultural and Historical) and Border Security.

31 Колесніков А., Зяйлик М., Оцінка рівня соціальної безпеки держави: порівняння підходів та перспектива розвитку, "Подільський вісник: сільське господарство, техніка, економіка", (2) 2017, [www.nbuv.gov.ua/UJRN/ZnpPdatu_2017_26\(2\)_20](http://www.nbuv.gov.ua/UJRN/ZnpPdatu_2017_26(2)_20).

32 Програма транскордонного співробітництва Польща-Білорусь-Україна 2007-2013, www.pl-by-ua.eu/ua,5.

33 Програма транскордонного співробітництва ЄС Польща- Білорусь-Україна 2014-2020, www.pbu2020.eu/ua_

A *Joint Initiative* is a value that is embedded in the initiative to unite the efforts of countries participating in the international process to ensure and guarantee public safety. The principle of building common future for the sake of creating a zone of stability, democracy and sustainable development, while maintaining cultural diversity, tolerant attitude and individual freedoms remains crucial. A joint initiative and its constructive implementation are possible only under conditions of trust, social dialogue, teamwork, social partnership, regional cooperation, compromise and neighborhood policy. Cross-border cooperation at the EU external borders is a successful example of the European Neighborhood Policy. The introduction of the European Neighborhood and Partnership Instrument (ENPI) has significantly increased the scope of Cross-border cooperation, both quantitatively and qualitatively. Cross-border cooperation programmes are targeted at³⁴ :

- support for economic and social development in the regions on both sides of the common borders;
- solving common problems in such areas as environment, health care, and fight against organized crime;
- secure borders;
- supporting local Cross-border initiatives to develop direct contacts between people.

Local communities have a special place in implementing the declared initiatives. Thanks to active involvement of the communities in the development and decision-making processes, a new public security system is being built, which will ensure the following³⁵:

- access to the necessary security information by the community members;
- understanding of roles and responsibilities of all security actors and mechanisms for interacting with them;
- skills in community dialogue;
- integration of different social groups into the life of their community, respecting the principles of equality, non-discrimination and respect for human rights;

34 Європейський Союз та його роль, www.ukrstat.org/uk/nato/program.htm.

35 Шадська У., Безпека громади: пошук спільних рішень: навч. посібник, www.ecpl.com.ua/wp-content/uploads/2018/10/Bezpeka_Hromad.pdf.

- focus on specific characteristics of the areas and needs of particular communities;
- communication centers that encourage people to meet and discuss their ideas on how their places can be made safe and comfortable.

Quality of Life is an indicator that identifies important aspects of living conditions with the aim to assess the degree of satisfaction of people's needs. As an important social value, quality of life is meant to improve the well-being of people and human development. At present, many quality of life criteria and their components have been identified, which are widely applied in the studies, including the following: physical (strength, energy, fatigue, pain, discomfort, sleep, rest); psychological (positive emotions, thinking, memory, concentration, self-esteem, appearance, negative experiences); level of independence (routine activities, work capacity, dependence on treatment and medication); social life (relationships, social value of an individual, sexual activity); environment (well-being, safety, life, security, quality and accessibility of health and social care, education and training, leisure, ecology); spirituality (religion, personal beliefs)³⁶. A high standard of quality of life can be only achieved by implementation of the effective social policies, socio-economic development programs and evaluation of multiple indicators, both quantitative and qualitative. An example of qualitative indicators is subjective well-being and the level of life satisfaction. The proportion of people who feel happy varies substantially among the citizens of post-socialist countries (from 44% in Ukraine to 64% in Eastern Europe). In addition, it is much smaller than a share of happy people among the population of Western Europe (80%)³⁷.

One of the important factors in increasing the value of quality of life is the use of Cross-border cooperation opportunities in public security aimed at the following³⁸:

36 Гукалова І.В., Якість життя населення України: суспільно-географічна концептуалізація. Монографія, Інститут географії НАН України, Київ 2009.

37 Симончук О., Соціальні класи в сучасних суспільствах: евристичний потенціал класового аналізу, Інститут соціології НАН України, Київ 2018, р.345.

38 Добрева Н., Регіональна політика розвитку транскордонного співробітництва, "Демократичне врядування" 10 (2012). – Вип.10., www.nbuv.gov.ua/UJRN/DeVr_2012_10_16.

- ensuring the implementation of both large-scale and local Cross-border cooperation projects targeted at improving the standard of people's living and socio-economic development of the border regions;
- deepening cooperation within the existing Euroregions and creating the new ones;
- activation of foreign economic activity of the regions;
- promoting the development of joint ventures, small and medium-sized businesses and creation of Cross-border economic clusters;
- ensuring environmental protection and environmental safety;
- development of infrastructure of the border regions and creation of conditions for attracting investments; creating favorable conditions for Cross-border cooperation in the fields of science, education and culture, etc.

Common Heritage (cultural and historical) is an integrative value (defined as a thematic goal in CBC Programme Poland-Belarus-Ukraine 2014-2020). The search for a common heritage is a continuous process of bringing national and European value systems closer together, which can foster historical and cultural dialogue. On the other hand, in a particular country, heritage is a kind of a country brand, significant economic potential that brings multiple benefits for the national (frontier, regional) economy, primarily through tourism and recreation³⁹.

It is crucial for the actors of Cross-border cooperation to understand the shared responsibility for their common heritage and to prevent imbalance in this area. A number of factors and conditions must be considered in the implementation of grant projects, namely:

- the real state of affairs in the field of protection of cultural and natural heritage monuments, the level of financing by the state and territorial communities of support and restoration activities,
- historical experience and traditions in the field of cultural heritage protection;
- public opinion on environmental activities;
- the degree of development of local self-government and understanding of

39 Pachkovskyy Y., Rejman K., Cross-border heritage as a basis of Polish-Belarusian-Ukrainian cooperation, Center of European Projekt, Warsaw 2018, pp. 97-122.

- problems in the field of protection of cultural, historical and natural heritage;
- people's initiative and readiness to take action for promotion of their region, place;
 - willingness to take responsibility for the current state of affairs;
 - understanding of the existing and potential challenges, treating them constructively by participation in the grant programs, in particular Cross-border cooperation programmes;
 - lack of misunderstandings or ability to solve them in the course of historical and cultural dialogue;
 - availability of an extensive network of information resources and activities aimed at promotion of the region, etc.

Border Security as a value has two purposes. On the one hand, it aims to regulate interstate relations in the territorial-spatial dimension. On the other hand, the value of border security is to create a favorable regime for the development of productive Cross-border interactions, which implies the implementation of common Cross-border cooperation strategies, the reduction of disparities in Cross-border areas and the gradual convergence of the parameters of neighboring border regions of neighboring countries. It will lead to improving the border management and public security mechanism (promoting border efficiency and security; improving border management activities, customs and visa procedures). In considering border security, the value of freedom of movement as an indicator of the level of mobility of the population and the openness of borders is of particular importance. Freedom of movement means a regulated migration policy as well, which is the issue of particular relevance in development of effective Cross-border cooperation strategies. The importance of border security, for example, in the Ukrainian-Polish context is growing more significant given the facts that according to Eurostat data, last year the Ukrainians received more residence permits in the EU than any other citizens (over 660,000), and almost 90% of them with employment purpose. According to the official data of the Ministry of Foreign Affairs of Ukraine, only in 2017, more than 1 million Ukrainian citizens left the country, which is approximately 100 thousand people every month. It means that every minute

two Ukrainians leave their country forever⁴⁰. Therefore, the development of borders, treating them not as a limiting factor, but as a system of measures aimed at protecting human freedoms, should be one of the priorities of multi-lateral Cross-border cooperation today.

Conclusion

Cross-border cooperation should be founded on coherent values. Understanding values as a vector of progressive development allows us, first of all, to consider the public security challenges in the new light. In understanding the value context of public security, one should start from the fact that it is a component of national security and by its purpose covers the social (public) variety of social relations. A thorough understanding of the value of "public safety" is possible only in the context of the analysis of such components as personality, community, society, legal consciousness, state, civil society, humanity, sustainable development.

Social security is a social value that should be seen as a multidimensional entity that has its own value structure that we suggest to analyze at the personal, group, institutional, and human levels. Each of these levels has a special place in the security system and has clearly defined regulatory limits. Social security as a value implies constructive interaction of all members of the society and social institutions based on personal freedom, tolerant attitude towards each other, social dialogue, and partnership. Without this, it is impossible to build a coherent and effective security system in the society. As interstate relations proceed to the local-regional level, a new value context appears, the analysis of which, within the framework of Cross-border cooperation, should be based on such indicators of public security values as joint initiative, quality of life, common heritage (cultural and historical), border security. The suggested list of value indicators should not be regarded as the fixed one, since the development of Cross-border interactions is an extensive system of public security values that is changing in line with the latest regional, global and civilizational challenges.

40 Зараз Україна стрімко втрачає найцінніше, www.vgoru.org/index.php/interv-yu/item/44568-zaraz-ukraina-strimko-vtrachaie-naitsinnishe-bohuslav.

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HISTORICAL HERITAGE AS A FACTOR OF CULTURAL

SECURITY OF THE BORDER REGION

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Summary

The article discusses the results of the implementation of Cross-border cooperation (CBC) project “Shtetl Routes. Vestiges of Jewish cultural heritage in Cross-border tourism” within the CBC Programme Poland-Belarus-Ukraine (PBU). In today’s world, ensuring national security also includes protecting historical heritage and cultural traditions from unlawful attacks. The concepts of spiritual and cultural security of society have become a well-established theoretical and practical problem. An important trend is the consideration of cultural security not only from the point of view of maintaining security in the cultural sphere (prevention of religious and ethnic conflicts, the decline of spirituality, the destruction of cultural monuments), but also as maintaining national security through the development of cultural identity. PBU Cross-border cooperation project “Shtetl Routes. Vestiges of Jewish cultural heritage in Cross-border tourism” was implemented in 2013-2015 in the territory of Poland, Belarus and Ukraine. It was aimed at studying, preserving and popularizing the Jewish cultural heritage of the Cross-border region. The author concludes that the results of the project will contribute to the formation of local communities of historical memory, tolerance, cultural and national identity as the most important factors of cultural security of the states.

The problem of human security in a modern unstable and dangerous world is extremely relevant. The accumulated military potential, unfavourable environmental conditions, ethnic and social conflicts, uncontrolled migration, the depressed state of the world economy, an increase of poverty level and high differentiation of the population, low quality of life have a destructive potential, create internal and external threats to the general security of mankind regardless of the territory of residence and religions of individual nations. And this is not a complete list of the threats associated with the security of mankind. Modern global and regional challenges raise the issues of national security and national identity before the public of the border regions. Cultural security as part of cultural policy is at the crossroads of domestic and international activities.

Jean Bodin wrote about cultural security in the context of public policy in the book *Method for the easy comprehension of history*, where he emphasized its

denominational aspect¹. The concept of cultural security was developed by Pierre Bourdieu, who among the forms of capital of modern society identified economic and cultural capital as the most important. By cultural capital P. Bourdieu means the accumulated cultural heritage, all the achievements in this field of activity, which, ultimately, determine the cultural specificity of the nation and the image of the state on the world stage². Therefore, one of the tasks of the state is the protection of capital, including cultural, or concern of the state apparatus for culture. In the 80s of the twentieth century, in political science, the concept of cultural safety - cultural safety - was formed as an activity based on respect and support for the cultural identity of the community, its ancient traditions, current status and needs³. In the 1990s, a new understanding of cultural safety was formed - cultural security⁴. In the Russian-language version, the meaning does not change, but in the English original, the emphasis is shifted from safety as shelteredness, integrity, soundness (safety) and safety as protection, guard, guarantee, provision (security). Thus, the scope of the term is expanding: not only local and civic initiatives, but also the national and interstate level of protection. At the same time, the term cultural security does not replace, but complements cultural safety: the original form is still relevant. According to Simon Forrest, cultural security is 'the ability of society to preserve specific characteristics despite changing conditions and real or virtual threats: in more detail, it includes the constancy of traditional patterns of language, culture, identity, communities, national or religious customs, leaving everything to change, what should be excluded'⁵. This approach to cultural security is based on the more general concept of social security developed by Ole Weaver⁶. Thus, cultural security is not reduced to the safety of culture as such, but is considered as a factor in ensuring the safety of society and the state as a whole. Preservation of

1 Ж. Боден, Метод легкого познания истории, Издательство Наука, Москва, 2000, pp. 23-25.

2 П. Бурдьё, Социология политики, Издательство Socio-Logos, Москва, 1993, pp. 45-53.

3 Medical-Surgical Nursing: Assessment and Management of Clinical Problems. Elsevier Health Sciences, 2014, p. 26.

4 J. M. Cotter, Cultural Security Dilemmas and Ethnic Conflict in Georgia, "Conflict study Journal at the University of New Brunswick", Spring 1999, Vol. XIX, No. 1, pp. 1 - 27.

5 S. Forrest, Indigenous Identity as a Strategy of Cultural Security, "Northern Research Forum. Plenary on Security", 18 September, 2004, p. 2.

6 O. Weaver, Social Security: The Concept in Identity, Migration and the New Security Agenda in Europe, Palgrave Macmillan, 1993.

cultural monuments and folk traditions, support for art and cultural initiatives do not exist on their own and are not ultimately limited to the cultural sphere. Cultural policy in the context of cultural security should not be belligerent and aimed at contrasting “alien” values and cultures with “traditional” and “safe”. According to S. Forrest, “cultural security is more likely not to protect culture from threats, but to create conditions under which culture will safely grow and develop according to its own laws”⁷. The following definition is most common in Russian-language literature: cultural security is a type of national security, which represents a state of protection of the culture of society, ensuring the prevention of religious and ethnic conflicts, the decline of the spirituality of society, its social groups and personality, the destruction of cultural heritage, as well as further development of cultural identity of the people⁸. The content of this concept usually includes: protection from alien religious influences (especially of a radical nature); preservation of ethnic culture, world and national cultural heritage, cultural identity, language, traditions, customs, etc.; the development of the cultural identity of the people; preservation of national cultures of peoples (in a multicultural society); creation of conditions for the safe development of culture, the free exchange of cultural skills between peoples, etc.

In the sphere of historical and cultural heritage of the countries of Eastern Europe, threats to national security are: crime - smuggling of cultural property (loss of cultural property as a result of their irrevocable export from countries); theft of cultural property from museums, archives, libraries; excavation of archaeological monuments, leading to the destruction, damage of artifacts and their participation in illegal circulation; destruction of tangible immovable historical and cultural property under the guise of their renovation; abuse of historical and cultural values; discrediting intangible cultural heritage⁹.

7 S. Forrest, *Ibid.*, p. 1.

8 *Культурология: учебник для военных вузов*, Издательство Питер, Санкт-Петербург, 2017, pp. 28–29.

9 И. Мартыненко, *Современные вызовы и угрозы национальной безопасности в сфере историко-культурного наследия и пути их минимизации средствами субъектов правоохранительной деятельности*, [w:] *Современные глобальные вызовы и Беларусь: институты, идеологии и стратегии социально-политического взаимодействия*. Белорусская политология: многообразие в единстве, Издательство ГрГУ, Гродно, 2016, p. 62.

The Concept of National Security of the Republic of Belarus noted the globalization challenges to culture and the need for certain state efforts to support and protect the cultural space. Clause 12 declares that in the social sphere one of the main national interests is ‘the development of the intellectual, spiritual and moral potential of society, the preservation and enhancement of its cultural heritage, and the strengthening of the spirit of patriotism’¹⁰.

In general, there are two main areas that the Concept of National Security in the Culture of Belarus is focused on. Firstly, it is an internal activity to ensure cultural security: supporting and promoting the development of Belarusian culture in order to strengthen the national (nationwide) community “Belarusian people” and prevent various conflicts, including inciting ethnic hatred. Secondly, this is external activity, active cultural diplomacy: work with the Belarusian diasporas, the formation of the belt of good neighbourliness through the promotion of the Belorussian and multinational culture of Belarus, values, views and positions.

In our opinion, the implementation of the projects of the CBC Programme Poland-Belarus-Ukraine funded by the European Union as part of the European Neighbourhood and Partnership Instrument corresponds to both directions of implementing cultural security of the country as a whole and the border regions as well. Such projects include IPBU.01.02.00-06-594/11-00 “Shtetl Routes. Vestiges of Jewish cultural heritage in Cross-border tourism”, which was implemented from December 2013 to November 2015. The partners in this project were: the “Grodzka Gate - NN Theatre” Centre (Lublin, Poland), a leading partner; Yanka Kupala State University of Hrodna (Hrodna, Belarus); Navahrudak Museum of History and Regional Studies (Navahrudak, Belarus); the Center for Social and Business Initiatives (Yaremche, Ukraine); Rivnenskyi Tsentri Marketynhovykh Doslidzhen (Rivne Centre for Marketing Research (Rivne, Ukraine). The territories of the project implementation were Podliaskie, Lublin and Podkarpatskie voivodeships of the Republic of Poland, Hrodna, Brest and Minsk regions of the Republic of Belarus, Rivne, Volyn, Ivano-Frankivsk, Ternopil, Lviv and Zakarpattia regions of Ukraine.

10 Концепция национальной безопасности Республики Беларусь [Электронный источник]: Указ Президента Респ. Беларусь 9 нояб. 2010 г. № 575, [www/http://mvd.gov.by/ru/main.aspx?guid=14961](http://mvd.gov.by/ru/main.aspx?guid=14961) (10.08.2019)

Towns (Yiddish – shtetl) are the main objects of the “Shtetl Routes” project. Towns are a special cultural-historical type of settlements in Eastern Europe since the Middle Ages. The towns during the time of the Grand Duchy of Lithuania and the Polish-Lithuanian Commonwealth were multi-ethnic and multi-religious states with their architectural and planning component and unique history. In the Russian Empire, they acquire the final form of Jewish reservations – “shtetl”. After the Second World War, with the destruction of the Jewish population, the towns ceased to exist as a living cultural phenomenon.

The historical and cultural phenomenon of a town can be determined by the following criteria: towns as the link between a city and a village; towns as the “frontier” of ethnic groups, religions, languages and cultures; towns as centres of Jewish history and culture, main settlements on the mental map of the lost Jewish world of Eastern Europe; towns as centres for the preservation of local traditions of self-government on the principles of religious tolerance and constructive multi-ethnicity; towns as a model of economic, social and cultural organization for residents of small urban settlements in the context of political and economic transformation¹¹.

In modern demographic science in Belarus, such concepts as small and medium towns, town settlements and agro-towns are also used. No matter what these settlements are called today, they can and should be considered as tourism objects that require at least significant promotion, development of tourism infrastructure, creation of routes with their inclusion and the provision of a certain level of excursion services.

The problem of European integration today is inextricably linked with the ever-increasing processes of regionalization. One of the goals of modern regionalism in Europe is ethnic awakening, a return to the roots, the construction of a “small homeland”, but not closure in its regional “shell”, but for a more successful sale of its exclusivity within the framework of the division of labour

11 І. Соркіна, Мясэчкі Беларусі ў канцы XVIII – першай палове XIX ст., Выдавецтва ЕГУ, Вільня, 2010, р. 350.

and overcoming state borders through reanimation of organic landscape and civilizational close regions. A significant role in these processes can belong to the historical and cultural heritage and international tourism.

Despite the strong mark of the centuries-old existence of Jewish communities on the borderlands of Poland, Ukraine and Belarus, local attractions related to the history and culture of Jews remain largely unrecognized as a value of European and local heritage. The project area is characterized by a high potential for the development of cultural tourism with at the same time a poorly developed tourism infrastructure and insufficient knowledge of cultural heritage resources, in particular, objects of Jewish cultural heritage. This problem applies equally to both the eastern voivodeships of Poland and the western regions of Ukraine and Belarus. Potential tourists and locals poorly know the advantages of this region. As a matter of fact, here are the roots of many Jews from around the world, and they would willingly visit the places where their ancestors came from.

How to talk about this heritage? What should we, the inhabitants of these regions, for the most part not Jews, say about the heritage of Jewish culture? How to present this heritage in cultural tourism? How to avoid the traps of commercialization, simplification, repetition of stereotypes? How to show the Jewish heritage as the common heritage of the descendants of the Jews of Eastern Europe and today's inhabitants of the borderlands? Tourism activity is not concentrated around this heritage, which leads to a decrease in the attractiveness of the region and significantly reduces the tourist flow in relation to the potential of the region. Lack of access to information, and there are not enough trained guides. Objects related to Jewish heritage are only partially described and catalogued; there are no initiatives using the potential of digital technologies and knowledge of the intangible heritage of Eastern European Jews. The project "Shtetl Routes. Vestiges of Jewish cultural heritage in Cross-border tourism" aims to identify, preserve and popularize the Jewish cultural heritage of the Cross-border region in order to form historical memory, tolerance, cultural and national identity among local communities. During the implementation of the project, the partners so-

ught to draw attention to the cultural phenomenon that arose in the regions of Central and Eastern Europe and significantly influenced the local cultural landscapes: shtetl towns, unique settlements inhabited by Jews, Christians of different nationalities and Muslims.

Settlements included in the ongoing Cross-border project were selected taking into account the following criteria: proximity to the countries participating in the project, high concentration of historical and cultural heritage sites, including memorial sites of significant historical events, unique architectural monuments, memorial places related to the life of prominent Jewish figures of history and culture.

Belorussian objects in the project can be conditionally divided into: district centres that can qualify for tourism of international importance – Mir, Pinsk, Navahrudak, Kobryn, Slonim; settlements that had a rich history, but today have lost their positions – Valozhyn, Pruzhany, Ruzhany, Iwye, Stolin, Davyd–Haradok, Dziatlava, Motal, Ashmyany; small settlements, whose history is rich, but the current status does not allow them to claim sufficient tourist popularity – Zheludok, Ostrino, Radun, Haradishcha, Indura, Lunno. In the Republic of Poland, Jewish cultural heritage was studied in such settlements as the Sejny, Krynki, Siemiatycze, Knyszyn, Tykocin, Orla, Międzyrzec Podlaski, Włodawa, Kock, Kazimierz Dolny, Wojśławice, Izbica, Szczepieszyn, Biłgoraj, Józefów Biłgorajski, Wielkie Oczy, Łańcut, Dukla, Rymanów, Lesko. In Ukraine, Jewish cultural sites in Zhovkva, Belz, Busk, Rohatyn, Halych, Drohobych, Bolekhiv, Khust, Deliatyn, Kosiv, Chortkiv, Buchach, Pidhaitsi, Brody, Kremenets, Dubno, Ostroh, Berezne, Korets, Kovel, Volodymyr Volynskyi and Liuboml attracted the partners' attention¹².

During the implementation of the project, the partners obtained the following results:

- new documentary sources on the Jewish history of the region in archival and museum institutions of Belarus, Poland, Ukraine, Russia and Lithuania have been revealed;

12 <http://shtetlroutes.eu/en/town/>

- an extensive bibliography of studies and publications on the Jewish material and intangible culture of Central and Eastern Europe has been compiled;
- field studies and expeditions have been organized and carried out in the settlements of the project (63), aimed at identifying, describing, digitalizing and cataloguing Jewish heritage sites, collecting oral history and folklore, and the memories of local residents;
- 15 virtual three-dimensional historical layouts of shtetls have been created (5 for each country);
- three national tourist routes for historical sites connected with the Jewish heritage in Poland, Belarus and Ukraine, as well as one international route covering objects throughout the border area have been developed;
- training (educational trainings) of tourist guides capable of conducting qualified excursions along national and Cross-border routes (90 people);
- a guide to the Jewish heritage of the Cross-border region “The Shtetl Roads. Travel across the Forgotten Continent” in Polish, Ukrainian, English and Russian has been prepared;
- joint Internet portal of the project “Shtetl Routes. Jewish towns of Eastern Europe” (www.shtetlroutes.eu)

After the end of the project, the partners held a series of events aimed at popularizing the project results among the general public of the Cross-border region: students, scientists and teachers, employees of local government, museum institutions, and representatives of the tourism business. For example, such events in Belarus were organized at the Faculty of History, Communication and Tourism of State University of Hrodna, at the Navahrudak Museum of History and Regional Science and at the Navahrudak Trade and Economic College, at the Ruzhany Palace Complex of the Sapiehas, at Pruzhany Palace Estate Museum in Pruzhany, as well as during the 24th International exhibition Tourbusiness 2017 in Minsk. “Agat” travel agency from Lublin actively uses national and Cross-border tourist routes developed during the Shtetl Routes project.

Thus, the results of the project “Shtetl Routes. Vestiges of Jewish cultural heritage in Cross-border tourism” indicates the potential as a resource for the

socio-cultural and economic development of Cross-border regions of Poland, Belarus and Ukraine. Obtained information can help territorial organizations to optimize both the processes of attracting wide sections of the population to cooperation with other cultural communities, and the processes associated with long-term forecasting of the development of the territory. The results are important for organizations specializing in the development of tourism in the border areas, as well as for workers in the field of ethnic tourism and cultural institutions. The development of excursion and tourist programmes in shtetl towns will increase interest in them as objects of tourism and draw attention to solving the problem of preserving the historical and cultural heritage of the regions, restoring architectural monuments, and creating the necessary infrastructure for the development of tourism. The results of the project will contribute to the formation of local communities' historical memory, interest and respect for the historical and cultural heritage of the peoples of the borderland, demonstration of the tolerant existence of representatives of different ethnic groups in the same sociocultural and economic space, the prevention of xenophobia and anti-Semitism, the cultivation of cultural and national identity as the most important factors of cultural and national security of the countries.

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CROSS-BORDER ENVIRONMENTAL

SAFETY: BENEFITS AND RISKS

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A positive solution to environmental issues for any state depends, first of all, on the introduction of effective mechanisms for regulating environmental safety. In the European Union special attention is paid to the development and implementation of measures to achieve environmental safety. In the European Union, environmental regulation combines balanced administrative, control, financial and economic instruments that effectively regulate environmental protection issues. More than 200 mechanisms for the implementation of environmental legislation and about 150 types of environmental taxes are applied in these countries. At the same time, these mechanisms have their own specific features in the EU countries, which are related to the peculiarities of their own environmental issues, as well as the formation of the political, economic, social environment and the specificity of national management systems.

European instruments of environmental regulation have a direct impact on Ukraine, which has ratified a number of relevant international agreements and conventions. Cooperation in the field of environmental protection is considered as one of the priorities in the relations between Ukraine and the European Union.

The analysis of modern trends in economic development and impact of economic activities on the environment in Ukraine confirms the lack of effectiveness of the state mechanism of environmental regulation, irregularity of tools, methods and forms of environmental management and the lack of effective economic incentives for rational use of natural resources. It is also demonstrated in the border regions of Ukraine with the EU countries. At the same time, domestic border regions have additional opportunities to regulate environmental safety using the potential of Cross-border cooperation.

Therefore, examination and considering positive European experience in this field, development of adaptation measures of the regulatory instruments of environmental safety in Ukraine to the European Union standards is important in the implementation of the environmental safety regulation both at the national level and at the level of Cross-border regions. Particular relevance of this study is based on the content of the signed European Union Association

Agreement, in which the implementation of a number of EU norms and standards in the field of environmental protection is one of the most important tasks for Ukraine.

The etymology of regional Cross-border environmental safety concept is defined by several components. In particular, it is suggested to identify a Cross-border region as a common territory of neighboring administrative units located near the border of at least two states¹. Thus, in terms of the administrative-territorial division, the Cross-border region should be placed at the next level after the national level², that according to the European nomenclature of territorial units for statistics will correspond to the NUTS 2 level (a province, a department, a land, a voivodeship, a governmental district and in the system of administrative-territorial division of Ukraine – a region [oblast]). Unlike border regions, which, in the first place, are localized within one country, the essential feature of Cross-border regions is the presence of real connections between them, cooperation and convergence.

The concept of environmental safety is considered as a socially required level of environmental quality, in which there are no threats to human health and vital activities, no negative changes impact the functioning of natural ecosystems³. Based on the above-mentioned information, we suggest defining **Cross-border environmental safety** as absence of the environmental threats for human health and vital activities of territorial communities in the region located near the state border, caused, in particular, by the results of international and interregional cooperation to overcome these threats.

It is important to identify the main components of Cross-border environmental threats and ways to avoid them.

1 Карпатський регіон: актуальні проблеми та перспективи розвитку: монографія у 8 томах / НАН України. Інститут регіональних досліджень; наук. ред. В. С. Кравців. – Львів, 2013. – Vol. 8. Транскордонне співробітництво. 2013. – р. 386.

2 *ibid*

3 Карпатський регіон: актуальні проблеми та перспективи розвитку: монографія у 8 томах / НАН України. Інститут регіональних досліджень; наук. ред. В. С. Кравців. – Львів, 2013. – Vol. 1. Екологічна безпека та природно-ресурсний потенціал. – 2013. – р.336.

Sources of Cross-border environmental threats are presented in Fig. 1. Let's consider them in more detail.

Cross-border air pollutants transfer. Air masses from the West prevailing in the middle latitudes the regions adjacent to the Western borders of Ukraine receive significant amounts of external air pollution, which are estimated at 60% of the total amount⁴. Annual transfer of sulfur dioxides and nitrogen oxides from the EU countries to the territory of Ukraine is estimated at 794.0 thousand tons with the reverse transfer of 497.1 thousand tons (2018)⁵. Their transit emission from the EU countries is equal to 40.3% of the total emissions from stationary and mobile sources in Ukraine. Besides, soils are also exposed to additional pollution.

Cross-border transport of substances polluting surface waters. Pollutants discharged into Cross-border surface water bodies are transferred to the territory of neighboring countries. If their maximum permissible concentrations are exceeded and water quality standards are violated, it leads to direct environmental threats. The same applies to Cross-border transport of substances which pollute ground waters.

4 Федак І.А. Україна як сторона конвенції про транскордонне забруднення повітря на великій відстані // Наук. праці ЧДУ ім. Петра Могили. – 2008. – Vol. 87. – issue 74. – pp.23-29.

5 Швець В.Я., Мілютін В.М., Роздобудько Е.В. Вплив транскордонного перенесення викидів на економіко-екологічний стан придніпровського регіону – Режим доступу: <http://irbis-nbuv.gov.ua> (12.08.2019).

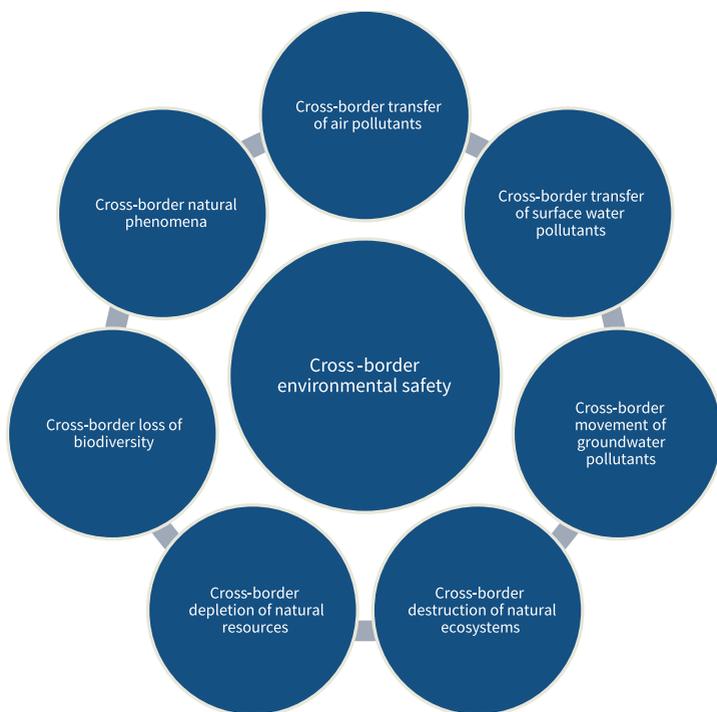


Fig. 1. Factors of Cross-border environmental safety

Cross-border destruction of natural ecosystems primarily consists in the harmful effects of subsurface resources management, mining and functioning of water intakes, which are conducted in the territory of neighboring regions of other countries. They may also be the result of Cross-border migration of forest and crop pests.

Cross-border depletion of natural resources (water and certain types of mineral resources – oil, gas, etc.) should also be considered as a factor of environmental threats, since the consequence is not only the loss of their reserves, but also the need for additional intervention in the environment to compensate the reserves, development of new deposits.

Cross-border loss of biodiversity. In the context of various attitudes to the conservation of wild fauna in neighboring regions of different countries,

Cross-border migration of animals leads to species and quantitative depletion of the fauna of particular regions and requires additional resources for its restoration.

Cross-border natural phenomena. Natural disasters, including floods, hurricanes, forest fires do not know state and administrative borders. Starting in one country, they can spread to the territory of other countries, causing negative environmental, economic and other impact the regions.

In the vast majority of cases, the issue of Cross-border environmental safety is related to the use of Cross-border natural resources, the allocation of which also requires analysis.

Therefore, Cross-border environmental threats affect the environmental safety of countries and regions. Its achievement will be threatened without appropriate interstate and interregional cooperation. Such cooperation should be implemented in two main ways: threats prevention (preventive measures) and elimination or correction of existing harmful consequences of the actual manifestation of such threats. Cross-border cooperation should be considered separately as its purpose is not only to prevent environmental threats and eliminate harmful consequences of their manifestations, but also environmental development of the adjacent territories (enrichment of flora and fauna, development of the eco network and the like). However, the main urgent purpose of Cross-border cooperation for achieving environmental safety is to balance the impact of environmental threats between the border regions of neighboring countries at the first stage, focusing on the qualitatively better level achieved in the adjacent region and joint activities to further reduction of environmental threats at the next stages.

For the regions adjacent to the EU countries, the task of reducing human pressure on the environment and achieving a level of environmental safety that would correspond to the neighbors' indicators is more than relevant. Successful implementation of such tasks requires a comprehensive solution in a common Cross-border system of environmental safety, which consists of 4 main

components, which, in turn, are differentiated into elements with a set of links between them:

- regulatory component, which provides directive and legal regulation of environmental safety issues in general and Cross-border safety in particular;
- component of targets setting and decision-making on maintenance of environmental safety in Cross-border regions, prevention of its deterioration and elimination of sources and consequences of environmental hazard;
- implementation component;
- monitoring component, which provides an assessment of the environmental status, identification of environmental threats and formation of information and analytical framework for decision-making concerning regulatory issues of Cross-border environmental safety, definition of relevant objectives and decision-making.

In their interaction, the specified components create a mechanism for regulating environmental safety. The constituent elements of each component of the Cross-border environmental safety system and the links between them ensure the achievement of the ultimate goal, which is Cross-border environmental safety. A Cross-border feature is precisely the need for coordinated functioning of the elements of an integrated system that operates on international level⁶.

As international legal regulations on the activities related to Cross-border environmental impact develop and spread, the countries and regions with a lower level of environmental safety are under increasing pressure of responsibilities, including economic responsibilities, for Cross-border transfer of pollutants and other types of negative Cross-border impact on the environment. At the same time, Cross-border regions can benefit from their location in addressing environmental safety issues through the opportunities for cooperation with neighboring regions of other countries. Cross-border convergence as a result of cooperation, use of experience and achievements of neighboring regions from Ukraine and EU countries is already visible in all spheres of public

6 Регулювання екологічної безпеки транскордонного регіону в умовах євроінтеграції України (наукова доповідь). НАН України. ДУ «Інститут регіональних досліджень імені М.І. Долишнього»; [наук. ред. В.С. Кравців]. – Львів, 2015. – р. 121.

life, including the environment. However, it is important not only to analyze and evaluate convergence processes, but also to adjust and develop relevant institutions, mechanisms and instruments.

In particular, Western Cross-border regions of Ukraine can benefit from the institutions of the Carpathian Euroregion and Bug Euroregion to achieve, in particular, the goals of environmental safety.

Access to the European Neighborhood Policy (ENP) and its Cross-border cooperation programs for 2014-2020 provides significant opportunities for the Western Cross-border regions of Ukraine. In general, effective Cross-border cooperation requires an integrated approach and the use of a number of mechanisms and a wide range of forms, methods and instruments. They are structurally presented in the Table. 1.

Structural elements of Cross-border cooperation mechanisms in the field of environmental safety

Table 1

No.	Mechanisms	Forms, methods and instruments
1.	Institutional	<ol style="list-style-type: none"> 1. International, interregional, inter-municipal agreements on Cross-border cooperation in the environmental field. 2. Formation of joint Cross-border bodies responsible for environmental management and regulation. 3. Coordination of actions of national and regional authorities of environmental management with the relevant authorities of neighboring countries and regions. 4. Development of common strategies for environmental safety of Cross-border regions. 5. Coordination of regional environmental strategies in the framework of the Cross-border region. 6. Mutual expert and consulting assistance. 7. Joint scientific research on environmental safety issues in Cross-border regions, establishment of joint environmental research and innovation centers. 8. An exchange of experience in the field of environmental safety regulation. 9. Convergence of regulatory and legal forms and procedures of environmental safety regulation.
2.	Organizational and economic	<ol style="list-style-type: none"> 1. Joint Cross-border plans and programs in the environmental field: integrated, sectoral, targeted et. 2. Environmental projects within the framework of the joint programs. 3. Co-financing of environmental projects. 4. International technical assistance to achieve environmental safety objectives. 5. Formation of Cross-border environmental clusters. 6. Mutual promotion of business structures of Cross-border cooperation on environmental safety. 7. Attraction of external investments for implementation of environmental programs and projects in Cross-border regions.
3.	Monitoring	<ol style="list-style-type: none"> 1. Formation of Cross-border eco-information clusters. 2. Harmonization of environmental monitoring procedures and methods within Cross-border regions. 3. Establishment of joint eco-monitoring services. 4. Exchange of experts and counter examination of the environmental status of the regions. 5. Creation of common electronic eco-information resources. 6. Publication of joint information guides.

Today, the existing opportunities for Cross-border cooperation which are able to achieve higher level of environmental safety are not fully used by the Ukrainian side. The situation can improve if a separate EU operating program “Carpathian space 2021-2027” is approved for the next planning period, with Ukraine included as a member.

Cross-border regions, which encompass Western regions of Ukraine and neighboring EU countries, are characterized by so-called environmental asymmetry. It is mainly related to the level of the effectiveness of environmental policy of the states and the structure of the economic complex of the regions. In particular, the analysis of gross and relative indicators of contaminated waste-water discharges into surface watercourses and emissions of harmful substances into the air in the Ukrainian-Polish and Ukrainian-Slovak regions gives grounds for the conclusion that environmental policy of our European neighbors is much more effective. Thus, for the period of 2008 – 2018, the growth rate in emissions of pollutants into the air in the Ukrainian border regions (Volyn region, Zakarpattia region, Lviv region) was from 0.96 (Volyn region) to 1.35 (Lviv region), while in neighboring Polish regions its value was 0.65, in Slovak regions – 0.77 – 0.79.

However, the Košice region of Slovakia stands out other regions in having higher indicators of harmful emissions and discharges per unit area and population, especially on emissions of pollutants into the atmosphere. This is due to the exceptionally high share of the metallurgical industry, which produces 60% of all industrial products and electricity production at thermal power plants in the economy of the region. There are considerable differences in terms of specific emissions in a comparable structure of industrial regions of Ukraine (Zakarpattia region, Volyn region) and Poland and Slovakia (Lublin and Podkarpackie Voivodeship and the Prešov region), not in favor of the Ukrainian regions. The asymmetry between them is significant and reaches 5 times for specific emissions per unit area and more than 7 times for emissions per unit population.

The asymmetry in the specific values of discharges of contaminated effluents is even higher. They reach 16 times per unit of territory, and 19 times per unit of population.

Especially significant is the gap in environmental and economic indicators between the Ukrainian border regions and the neighboring border regions of the EU countries. Thus, the best indicator of the Ukrainian region (Volyn region)

is 26 times lower than the best indicator of the estimated EU regions (Subcarpathian Voivodeship of Poland) as to pollutant emissions in atmosphere per 1000 Euro of gross regional product; as to wastewater discharge the corresponding difference between Volyn region and Lublin Voivodeship is 15 times.

Overcoming existing asymmetry of environmental status and environmental safety between Cross-border regions of Ukraine and the EU will require considerable organizational efforts and great environmental investments.⁷

Significant reserves are laid in the opportunities for cooperation through the mechanisms of Euroregions, which include the Ukrainian side. The euroregion is one of the specific instruments of integration into European economic and energy space. Regional cooperation of the border areas will lead to the pooling of available local resources and their more effective sharing, and it is possible to obtain monetary and financial assistance from the EU for Euroregions project. The effectiveness of cooperation within the Euroregions is ensured by consistent implementation of the principle of countries' integration through the integration of regions, and not vice versa. Thus, it is necessary to create an environment in which priority should be given to regional interests, in particular in the energy sector. At the same time, the interests of the state will be implemented indirectly, through the implementation of the regions' interests.

Along with other initiatives, the projects targeted at improvement of environmental safety, including Cross-border safety, were implemented in the Euroregions:

- Cross-border cooperation for recreational tourism of the Polish-Ukrainian border area;
- Development of Cross-border tourism in partnership;
- Preservation of the ecosystem of the Bug river valley in the border area of Poland, Belarus and Ukraine;
- Faraday – Building of permanent mechanisms for Cross-border cooperation in the field of RES;

⁷ Регулювання екологічної безпеки транскордонного регіону в умовах євроінтеграції України (наукова доповідь). НАН України. ДУ «Інститут регіональних досліджень імені М.І. Долишнього»; [наук. ред. В.С. Кравців]. – Львів, 2015. – р. 121.

- Establishment of informational complex in the sphere of Cross-border eco-tourism in the Euroregion Bug;
- Extension of the Cross-border sewage treatment system in drainage area of the river Bug (Western);
- Clean water in the Pobuże region – Water supply Cross-border system for Hrubieszów and Volodymyr-Volynskiy;
- GEO-CARPATHIANS – creation of the Polish-Ukrainian touristic route;
- Improving the effectiveness of the response system to natural hazards: Tomaszów Lubelski – Zhovkva – Sokal;
- Developing a Cross-border System for Natural Hazards Management at the Polish-Ukrainian Border ^{8,9,10,11}.

Ways to improve the mechanisms of environmental safety regulation in the Cross-border regions of Ukraine and the EU.

Regulation of the environmental status of the atmosphere, climate change and protection of the ozone layer. In the EU, modern environmental policy is implemented in accordance with the program “20-20-20”¹². It provides that, before 2020 the level of carbon dioxide emissions into the atmosphere should be reduced by 20% as compared to the level of emissions in 1999, the share of energy from renewable sources in the total structure of energy consumption should increase to 20%, and total energy consumption should be reduced by 20%. The strategy “20-20-20” is complemented by a document called “Road map 2050”, which presents various scenarios for development and ways to achieve the desired goals. The status of the roadmap corresponds to the long-

8 Програма транскордонного співробітництва Польща – Білорусь – Україна. Підписані контракти в першому наборі. Режим доступу: <http://www.pl-by-ua.eu/contract.php?cfp=1> (15.08.2019).

9 Програма транскордонного співробітництва Польща – Білорусь – Україна. Підписані контракти в другому наборі. Режим доступу: <http://www.pl-by-ua.eu/contract.php?cfp=2> (15.08.2019).

10 Програма транскордонного співробітництва Польща – Білорусь – Україна. Парасольові проекти (Захід 3.2). Режим доступу: <http://www.pl-by-ua.eu/contract.php?cfp=3> (15.08.2019).

11 Програма транскордонного співробітництва Польща – Білорусь – Україна. Стратегічні проекти. Режим доступу: http://www.pl-by-ua.eu/contract_lsp.php (15.08.2019).

12 The EU climate and energy package. Режим доступу: <http://ec.europa.eu/clima/policies/package/> (13.08.2019).

term strategy of EU to reduce emissions by 80-95% by 2050 as compared to the level of emissions in 1990.

In Ukraine, the current state policy in the field of atmospheric air protection is presented in the Law of Ukraine “On the basic principles (strategy) of the state environmental policy of Ukraine for the period up to 2020” dated 21 December 2010 No. 2818-VI¹³.

The current system of legal, economic, economic and organizational, institutional, regulatory and permitting instruments and mechanisms in Ukraine only partially corresponds to the established approaches and developed standards for the implementation of environmental activities by the EU countries. This applies both to the system of environmental law and its application mechanisms, approaches to the organization and implementation of environmentally responsible economic and business activities.

Bringing domestic environmental practices of atmosphere protection of to EU standards must be carried out in three directions: legislative (legal field), regulatory (provisions, standards, technical regulations), technological (introduction of “clean” and energy-saving technologies, etc.).

The main measures to improve the legislative, regulatory and legal framework in this field and bringing it into compliance with EU environmental legislation were formulated in the Law of Ukraine “On nationwide program of adaptation of Ukrainian legislation to European Union legislation” dated 18 March 2004 No. 1629¹⁴ and in the National action plan on environmental protection for 2011-2015¹⁵. It should be noted that as of today, the vast majority of the activities envisaged for the implementation of strategic objectives for the adapta-

13 Закон України «Про Основні засади (стратегію) державної екологічної політики на період до 2020 року»: Закон України від 21 грудня 2010 року №2818-VI // Відомості Верховної Ради України, 2011, №26, р. 218.

14 Закон України «Про Загальнодержавну програму адаптації законодавства України до законодавства Європейського Союзу»: Закон України від 18 березня 2004 року №1629-I.

15 Про затвердження Національного плану дій з охорони навколишнього природного середовища на 2011-2015 роки : Розпорядження Кабінету Міністрів України від 25 травня 2011 року № 577-р.

tion of Ukrainian legislation to European Union legislation and the protection of atmospheric air have been partially implemented or not implemented at all.

The high level of emissions of common pollutants and greenhouse gases by stationary sources, first of all by enterprises in the energy sector¹⁶, processing and extractive industries remains to be one of the most acute issues. However, air polluters are not interested in financing atmospheric protection measures under current regulation due to the lack of economic incentives. The pollution charges paid by enterprises are relatively low therefore enterprises are not motivated to introduce modern cleaning systems. The situation can be changed by establishing a fixed share for pollutant emissions in the product price for such enterprises. In future, when these emissions are reduced, this share should be either reduced or remain unchanged in case of increase in specific charges for emissions.

For stationary pollution sources, technological emission standards (maximum permissible emissions) should be established, taking into account the targets for the content of hazardous substances in the air, in particular for heavy metals, non-methane volatile organic compounds, suspended dust particles (less than 10 microns in diameter) and persistent organic pollutants. Control and monitoring of the targets for the content of hazardous substances in the air is also necessary in accordance with the requirements of the Cooperative Program for Monitoring and Evaluation of the Long-range Transmission of Air Pollutants in Europe (Convention on Long-Range Cross-border Air Pollution).

However, there is a great number of inconsistencies with European environmental practices in the organization and implementation of atmospheric air monitoring. It should be noted that the air quality control system in Ukraine was developed and implemented more than half a century ago. Most of the monitoring stations for atmospheric air condition were established in the 40's and 50's of the last century. Changes in the industrial landscape (new cities,

16 Україна починає рухатися в напрямку імплементації європейських норм з охорони атмосферного повітря // Національний екологічний центр. – 2015. – 22 січня. Режим доступу: <http://necu.org.ua/ukrayina-pochynaye-ruhatysya-v-napryamku-implementatsiyevropeyskyh-normz-ohorony-atmosfernoho-povitrya/> (14.08.2019).

plants and factories), the use of new chemical compounds and toxic substances, which are present in emissions, critical volume increase of greenhouse gas emissions and substances that destroy the ozone layer, are not adequately reflected in the system of domestic monitoring of atmospheric air: there are cases when the monitoring stations are sidelined from the sources of pollution; many of the pollutants specific to a particular location are not controlled, limiting itself to the common list of 6-9 items, because there is no corresponding process equipment; not all pollutants listed in the pollutants being monitored (for example, fine dust, persistent organic pollutants); the standards for maximum permissible emissions for several pollutants (e.g. sulfur oxides in the flue gas) and others also require clarification.

To resolve these discrepancies, it is necessary to:

- improve the legal regulation of the monitoring stations for atmospheric air condition placement and sampling points; to establish the number of monitoring stations at the level required by Directive 2008/50/EC of the European Parliament and of the Council dated 21 May 2008 on air quality and clean air for Europe; to regulate the number of stations for ground-level ozone measurement;
- set the lower and upper thresholds for atmospheric air quality assessment and make the method of assessing dependent on the quality of atmospheric air;
- establish standards for the concentration of suspended substances (PM_{2.5}, PM₁₀) in ambient air and to provide its monitoring;
- set limit values of pollutant concentrations in respect of which the public should be informed;
- establish the relationship between different methods of measurement (observation, modeling, calculation, etc.) and strengthen the reference methods of measurement and criteria.

In Cross-border regions, additional requirements are imposed on the system of monitoring and forecasting of environmental pollution, and the main requirement is harmonization with the monitoring system in the EU countries, which is a precondition for Ukraine's participation in the implementation of the Convention requirements on long-range Cross-border air pollution.

The following measures should be implemented:

- to bring the national model of monitoring and forecasting of human impact on the environment into conformity with European standards in order to assess regional and Cross-border transfer of pollutants and greenhouse gases;
- provide monitoring and data collection stations as part of the Cooperative Program for Monitoring and Evaluation of the Long-range Transmission of Air Pollutants in Europe;
- bring inventory methodology of the sources and volume of emissions of pollutants into conformity with the requirements of the Cooperative Program for Monitoring and Evaluation of the Long-range Transmission of Air Pollutants.

The national air protection program until 2020 (with perspective to 2030)¹⁷, which has been in force in Poland since 1 November 2015 can be used as a reference point for the introduction of necessary measures for the protection of atmospheric air in the border regions of Ukraine is realizing the tasks that will be conducted in the border regions of Poland to improve the quality of atmospheric air, Ukraine and Volyn, Lviv and Zakarpattia regions should initiate the implementation of joint projects for protection of atmospheric air, including harmonization of monitoring practices.

The adoption of a new climate agreement on 12 December 2015 in Paris at the 21st Conference of the Parties to the United Nations Framework Convention on Climate Change and the 11th Conference of the Parties serving as the meeting of the Parties to the Kyoto Protocol sets new challenges for Ukraine such as reduction of greenhouse gas emissions, i.e. in 2030 they should not exceed 60% of the level of greenhouse gas emissions in 1990.

Achieving these goals will require the development and implementation of long-term measures aimed, on the one hand, at reduction of greenhouse gas emissions and at the measures to increase the absorption of greenhouse gases on the other hand.

¹⁷ Krajowy program ochrony powietrza do roku 2020 (z perspektywą do 2030), Ministerstwo Środowiska Departament Ochrony Powietrza, Warszawa, 2015. Режим доступу : <http://www.mos.gov.pl/g2/big/> (12.08.2019).

The analysis of the progress made in bringing domestic environmental practices for the protection of atmospheric air and climate change into conformity with EU standards shows that due to comprehensive nature of the issue and the lack of relevant mechanisms for regulating the environmental state of atmospheric air, which would ensure its planned quality and compliance with environmental standards, Ukraine will not be able to harmonize its environmental legislation with European environmental laws in the near future, let alone implement its requirements.

The most difficult task is to implement the norms and standards of environmental law in the business practice, in particular, at the level of technological processes. This will require the development of programs for the transition of separate industries and manufactures to new standards of environmental safety, introduction of expanded monitoring practices, improving the system of environmental control and strengthening public control as its component. These mechanisms should be primarily tested in Cross-border regions, which have common tasks with the EU countries for the protection of the environment, as well as falling under the Convention on long-range Cross-border air pollution.

Regulation of forest management, protection of natural complexes and biodiversity.

In EU countries, environmental regulation combines balanced administrative, control, financial and economic instruments that allow to effectively regulate biodiversity protection and to ensure environmental safety of forest ecosystems. Taking this into account, the main objective of national forest policy should be ensuring of balanced forest management, which means caring for forests and forest lands, their use in a manner and with such intensity as to maintain their biodiversity, productivity, regenerative capacity, resilience and ability to fulfill all their inherent environmental, economic and social functions today and in the future at the local, national and global levels without causing damage to other ecosystems.

At the same time, the balance is negatively affected by a number of factors both at the national and regional levels, among which are a difficult political and economic situation in the country, corruption, low legal and environmental culture of the society etc.

To achieve balance between the ecological, economic and social functions of forests, it is necessary to:

To enhance the ecological function of the forest:

- when allocating the territories of the natural reserve fund (NRF), the consequences of their formation for the social and economic condition and development of the administrative region (s) and territorial communities should be assessed. In particular, the changes that will occur due to the formation of the NRF territory in income taxes in local budgets, the change in the number of workplaces, the local population access to forest products (timber, firewood), accessibility, etc. should be assessed;
- to ensure adequate budget funding for NRF territories and related scientific researches;
- to prevent deterioration of sanitary condition and mass drying of forests;
- to protect endemic and endangered species in forests, to prevent and mitigate the negative impact of those invasive and alien organisms that threaten forest ecosystems;
- to identify and to provide security for the forests, especially valuable for the preservation, as well as forests, which have grown up naturally for a long time and has not experienced significant human impact (primary forests and old-aged forests);
- to contribute to the wider use of the concept of “close-to-nature” forest management and eco-safe technologies;
- to take measures to restore degraded forests and prevent forest fragmentation.

To enhance the economic function of the forest:

- to conduct a comprehensive analysis aimed at increasing the volume of logging and non-wood forest products harvesting;

- to improve tax legislation on granting privileges to forestry enterprises in carrying out works on afforestation, creation of forest infrastructure, supply of wood for biofuel production and other works of ecological and social character;
- to make necessary amendments to the legal and regulatory documents, which would enable creation of a forest environment fund that would ensure reallocation of funds in such a way that financing of forestry enterprises located in different geographical and climatic conditions would have equal financing; it will also make it possible to finance urgent actions;
- to analyze the assessment of ecosystem services of the forest and, if appropriate, to contribute to the introduction of fees for ecosystem services;
- to form a civilized market of biofuels of wood origin within short time frames;
- increase competitiveness of forestry.

To enhance the social function of the forest:

- to develop regional and local programs for the use of forest resources to provide population, enterprises, institutions and organizations with wood fuel. The programs should be developed by the territorial forest management bodies and forestry enterprises together with the state and local authorities and determine the planned consumption indicators based on the study of the prospects for the use of boilers for combustion of processing products and wood waste in enterprises, organizations and institutions, as well as the forecast of wood fuel consumption by the population within the administrative areas;
- to provide favorable conditions for the development of small business related to forests, forestry and use of forest products;
- to contribute to the development of forest recreation and green tourism.

Waste management. The analysis of the above-mentioned framework, regulatory and program documents of the European Union allowed defining the main tasks for improvement of the legislation of Ukraine in the field of waste management, which are as following:

- prevention of waste generation and reduction of waste generation;
- implementation of the principle of producer responsibility for the collection and processing of certain types of products after their use;

- formation of a market mechanism for waste management as secondary resources;
- promotion of investment inflows in the field of waste management;
- establishment of payment standards that stimulate collection and disposal of used containers and packaging;
- implementation of state regulation of the level of processing of certain types of waste, development of national plans and programs for the development of the secondary resources market for the implementation of this principle, increase in subsidies for activities in this field;
- increased responsibility for offenses in the field of waste management;
- implementation of the practice of providing tax benefits, preferential loans and transport tariffs to enterprises for waste collection and recycling;
- economic incentives to increase the production of goods and products made from waste or with their use;
- ensuring the increase in the efficiency of natural raw materials use by reducing the loss of raw material, material, fuel and energy resources in the technological process of goods and products production.

According to the EU-Ukraine Association Agreement, the main directions of modernization of domestic legislation include the following:

Concerning Directive 2008/98/EC:

- approval for conceptual framework (terminology supplement and amendment);
- reclassification of waste, facilities of waste storage and disposal, list and criteria for definitions of hazardous wastes;
- implementation of a five-stage hierarchy in waste management issues;
- introduction of the principle of extended producer responsibility;
- introduction of registers of business entities in the field of waste management;
- waste management planning and prevention of waste generation.

Concerning Directive 1999/31/EC:

- reduction of waste disposal (sorting, reduction of biodegradable waste disposal);

- prevention or reduction of harmful consequences of waste disposal for the environment and risk to human health (prevention of gases formation by reducing organic waste disposal; landfill gas capture and its combustion; compaction of the landfill bottom with a mineral compactor; filtrate collection and disposal);
- strengthening of financial guarantees.

Concerning Directive 2006/21/EC:

- development of waste management plans of the mining industry by economic entities;
- introduction of the classification of specially designated sites/facilities for waste disposal;
- establishment of a procedure for applying for a permit and granting a permit for functioning of waste disposal facilities/sites;
- establishment of requirements for the construction, management, closure and final stage of waste disposal sites/facilities;
- inventory conduction of closed waste disposal sites/facilities;
- implementation of financial guarantees and controls to prevent Cross-border impact.

In the strategy for household waste management, the state should do the following:

- to gradually minimize its participation in the establishment of basic infrastructure facilities, by reorienting itself to a broader involvement of private and local capital;
- in legal and regulatory terms – to expand business guarantees in the field of waste processing¹⁸.

The problem of Cross-border environmental safety of regions in scientific, methodological and practical aspects remains poorly studied. The concept of Cross-border environmental safety of a region should be identified by several components. On the first hand, a Cross-border region should be defined as the common territory of adjacent to the border, neighboring administrative units of two or more states. On the second hand, the regions of Ukraine

¹⁸ Регулювання екологічної безпеки транскордонного регіону в умовах євроінтеграції України (наукова доповідь). НАН України. ДУ «Інститут регіональних досліджень імені М.І. Долінського»; [наук. ред. В.С. Кравців]. – Львів, 2015. – р.121

and the corresponding administrative-territorial formations of neighboring countries, which correspond to the NUTS 2 level according to the European nomenclature of territorial units for statistics, should be considered as such administrative-territorial units. And in the third place, the essential feature of Cross-border regions is the presence of real relations between them, cooperation and convergence, as opposed to border regions, which are localized within one country and are considered outside the convergence aspects.

The concept of environmental safety is considered as a socially necessary level of environmental quality, at which there are no threats to human health and society, no negative changes in the functioning of natural ecosystems. Based on the above-mentioned information, Cross-border environmental safety of the region is treated as absence of the environmental threats from the neighboring country for human health and activity of territorial communities of the region, adjacent to the border, due to interstate and interregional cooperation to overcome these threats.

The achievement of environmental safety objectives in Cross-border regions of Ukraine requires both the compliance with general principles and approaches to solving environmental issues in the country, and taking into account environmental interests of neighboring countries, existing environmental regulations, mechanisms and instruments for their support.

In the context of euro-integrated aspirations of Ukraine, the task of achieving environmental safety in the country should be formed taking into account the gaps in the achievement of environmental standards in Ukraine and Europe, focusing on the reduction and overcoming such gaps. As the conducted analysis of asymmetry of the environmental condition of Cross-border regions has shown, the task of reducing human pressure on the environment and achieving a level of environmental safety, which would correspond to the indicators of neighbors, is more than relevant for the regions of Ukraine adjacent to the EU countries.

The Cross-border regions of Ukraine and the European Union require convergence of the qualitative condition of the environment with the European one,

which is associated with significant difficulties. On the other hand, they have the advantages of neighborhood and opportunities for Cross-border cooperation in solving such challenges.

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ENVIRONMENTAL SAFETY OF THE

AGRO-ECOTOURISM IN CROSS-BORDER AREAS.

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Summary

The topical issues of the development and implementation of environmental safety principles in organization of agro-ecotourism in Cross-border areas, as well as their implementation tools were discussed. A comprehensive approach of taking into account environmental aspects in various segments of green tourism was offered. The international requirements for the organization of green routes in Cross-border areas and for development of agro-ecotourism in protected areas were considered. An approach to the environmental certification of agro-eco-estates' business according to the international standards to reduce environmental risks was offered. The experience of implementation of environmental safety elements in agro-ecotourism with reference to the Ivanava district, Brest region, classified as an area of Cross-border tourism development in Belarus and Ukraine, was considered.

Introduction

Development of a “green” or “soft” tourism trend in tourism industry is based on the conceptual ideas of sustainable development meeting the principles of environmental efficiency of the organized activity, its environmental safety and social responsibility.

Green tourism segment includes a variety of areas, the most popular of which are eco-tourism associated with visits to natural territories and objects, and agrotourism, focused on learning the traditional rural lifestyle, folk traditions and crafts, as well as local attractions. These two areas are closely interrelated and are often combined into a single concept of “agro-ecotourism” used in this study in the said interpretation.

Agro-ecotourism is aimed at forming a competitive tourism product, primarily on local or regional levels, also including the informative, event, ethnographic, gastronomic, nostalgic, recreational elements and other types of tourism. That is why the hallmark of the agro-ecotourism is its focus on local natural resource potential, relying on the ideas of Local Sustainable Development Agendas, and a

public-private partnership. Successful implementation of the agro-ecotourism business requires a comprehensive development of resources, including the use of natural, historical and cultural heritage facilities, services and entrepreneurship, staffing, development of transport and information infrastructures. Particular attention should be paid to environmental and ecological aspects of such business. It is required to organize safe movement of tourists, and ensure the conformity of their accommodation and catering conditions to the hygienic standards and requirements. Also, the negative effects appearing as a result of the agro-ecotourism organization and tourist service receipt, i.e. pollution, depletion and degradation of the environment, as well as threats to biological and landscape diversity need to be regulated and minimized. Thus, the environmental safety is considered in agro-ecotourism as a permissible level of the negative impact of natural and anthropogenic factors on human health and environment, as well as a system of measures and restrictions to ensure non-exceeding the specified level of exposure. The environmental safety system forms an integral part of all stages of management in agro-ecotourism, including its planning, organization, control, regulation and motivation.

Environmental safety development should also be kept in mind when the agro-ecotourism is organized in Cross-border areas. It is required to refer to the international treaties and national laws on environmental protection, as well as to ensure certain harmonization of the regulatory framework on environmental safety for Cross-border regions. It is important to organize the cooperation between local communities and public organizations of the Cross-border territories, including Belarus and Ukraine, to develop actively and to promote new ecotourism projects, and to develop environmental awareness.

Experience in the use of approaches to the formation of environmental safety elements in agro-ecotourism has been gained in the course of performance of the expert activities by the work authors in the course of implementation of the EU/UNDP Sustainable Local Development Project, 2010; USAID's Local Entrepreneurship and Economic Development Project, implemented by UNDP, 2014; the project Promoting the conservation of the natural, historical and cultural heritage of Iva-nava district through the development of the green (ecological) tourism concept

and strengthening of Yaselda NGO activities under the programme of Strengthening the capacity of the joint initiatives, supported by Eurasia Foundation and USAID (2015), Expanding Economic Opportunities in Rural Belarus Project, supported by the EU, Eurasia Foundation and USAID, 2016, and several other projects.

Research materials and methodology

Systematization of environmental safety elements in agro-ecotourism in the Cross-border areas is based on application of a systemic, environmental, positional scientific approaches, comparative geographic, cartographic, and expert research methods.

Environmental safety in agro-ecotourism must take into account the international environmental treaties and agreements, the most important of which, acceded by Belarus, include:

- Convention on Biological Diversity (Rio de Janeiro, June 05, 1992),
- Convention on the Protection and Use of Cross-border Watercourses and International Lakes (Helsinki, March 17, 1992),
- Convention on Wetlands of International Importance Especially as Waterfowl Habitat (Ramsar, February 02, 1971),
- Convention on the Protection of the World Cultural and Natural Heritage (Paris, November 16, 1972).

The international approaches to agro-ecotourism organization, including its environmental safety aspects, are enshrined in the documents of the World Tourism Organization (UNWTO).

In Belarus, the organization of sustainable agro-ecotourism shall comply with the Laws on Tourism, on Environmental Protection, on Protected Areas, the Decree of the President of the Republic of Belarus on the Agro-ecotourism Development in the Republic of Belarus as of October 09, 2017 No. 365, correspond to the priorities of Hospitable Belarus State Programme for 2016-2020, the National Strategy for Protected Area System Development until January 1, 2030, as well as other legal and technical regulations.

Green tourism is becoming increasingly popular and is being promoted through the creation of tourist routes and provision of tourist services in protected natural areas through the formation of large and medium thematic tourist centres, as well as the development of initiative activities of local communities. All forms of green tourism contribute to the preservation of the natural, historical and cultural heritage, the formation of growth points for local initiatives and entrepreneurship, the development of folk crafts, museum and exhibition business, the strengthening of information support for the tourism sector, the promotion of safety during ecotourist trips and events, and the enhancement of human resources and scientific support in the field of eco-tourism.

Some issues of environmental safety in organization of different types of routes, events and services in the field of agro-ecotourism is specifically considered in a number of scientific and methodological publications, but there is no systematization of these requirements in the academic literature.

A system of environmental safety elements encompasses a variety of areas, including the quality and safety of the environment for tourists, safety of tourism products and the required information support of eco-tourism activities. Schematically, the relationship between segments of the environmental safety sphere and stages of creation and promotion of agrotourism products is presented in Figure 1.

Environmental safety segments:	Environmental safety elements at the tourism product creation stages
1 Hygienic and ecological quality of the environment	Requirement formulation at the planning stage
2 Food quality	Clarification of requirements for design of specific events
3 Movement along the tourist routes	Compliance with the requirements when creating and promoting a tourism product
4 Quality of tourist services and events	
5 Human effect on the environment	Monitoring of compliance with environmental safety requirements during the tourism product operation
6 Information support	Adjustment of requirements for environmental safety

Figure 1 Conceptual model of the environmental safety organization in agro-ecotourism (elaborated by the authors)

The environmental safety system structure should take into account the differences in the models of the agro-ecotourism organization. According to the authors of the monograph¹, 3 basic models were developed in Belarus:

- development of rural tourism on the basis of a small family hotel business;
- construction of large and medium-sized agrotourism facilities in rural areas;
- creation of public (less often private) agricultural theme parks.

This is a non-exhaustive list of the modern agro-ecotourism organization forms. According to the article authors, the following models shall also be taken into account:

- Agro-ecotourism organization on the basis of public-private partnership, represented by the owners of agro-eco-estates, local authorities, local museums, schools, health and fitness facilities, local entrepreneurs in the form of green routes, ecotourism clusters and destinations².
- Agro-ecotourism organization on the basis of the state environmental institutions for protected areas, i.e. Berezinsky Biosphere Reserve “National Park “Belovezhskaya Pushcha””; Braslav Lakes, Narochansky, Prip'yatsky National Parks, and 26 national reserves.

The formation of environmental safety system elements is discussed in detail below with reference to green routes, the requirements for the development, opening and promotion of which were first detailed in the Guidelines for the Opening and Operation of Green Routes³.

The development of green routes is based on implementation of the ideas for sustainable development of the local communities and combines the elements of environmental, informative and recreational tourism. Green routes mean complex routes crossing the natural landscapes, rural areas, urban landscape and recreational areas. Routes are the basis for implementation of

1 А. И. Тарасенок (ред.), Бизнес в агро- и экотуризме: пособие, Минск 2014, р. 26.

2 А. Е. Яротов, Н. В. Гагина, В. В. Борисенко, Геоэкологический подход в устойчивом развитии экотуристических кластеров, [w:] А. Витченко (ред.) Современные проблемы ландшафтоведения и геоэкологии: материалы VI Международной научной конференции, Минск 2018, pp. 164-167.

3 В. А. Клицунова (ред.), Рекомендации по открытию и эксплуатации зеленых маршрутов, Минск 2010, р. 128.

local initiatives aimed at promoting a healthy lifestyle, protection and interpretation of natural and cultural heritage, contributing to the development of the local economy.

Conceptual objectives of green routes are as follows:

- preservation of natural and cultural heritage, promotion of environment-friendly forms of tourism;
- healthy lifestyle;
- sustainable development of rural areas and small towns, giving an impetus to the local communities through the development of local entrepreneurship, use of local resources and services,
- preservation and revival of traditional crafts,
- development of the information base for a deeper understanding of the region and local initiatives by tourists.

Green routes organization requirements were approved in 2014 as a technical regulation.⁴

Green routes must comply with the following environmental safety requirements:

1. Main route axis and theme loops should be prepared for safe movement of non-motorized transport (bicycles, cartage, kayaks, boats) or pedestrian movement, including for persons with disabilities.

When the route length is a few hundred kilometres, at least 90% of the cycle route shall run along the roads with a packed pavement for cycle trips during all seasons of the year (in suitable climatic conditions).

The traffic along the route shall be designed along the low-volume public roads, along the bicycle paths, forest and rural passable roads.

2. Small infrastructure along the route should include equipped recreation

⁴ ТКП 17.12-05-2014 (02120) Правила разработки и обустройства зеленых маршрутов и их частей – экологических троп, в том числе и на особо охраняемых природных территориях, Минск 2014, р. 31.

facilities, emergency care points, informative signs, marking, canteens and accommodation points.

Recreation facilities for long routes shall be arranged at least every 20 km. The tourist facilities providing the accommodation and food services shall be available at least every 30 km. Recreation facilities must be equipped with a shelter or a shed, a bin, and a WC.

Green routes are supported by the local community, are constantly being developed and improved, and the most important elements of such routes, including those allowing to ensure the tourism environmental safety shall be listed in the green route datasheet, as shown in Table 1.

Green route element (GR)	Environmental safety requirements
Transport infrastructure	Total route length ____ km, including ____ km of bicycle paths ____ km of waterways Roads Hard-surface road with medium traffic intensity ____ km Hard-surface road with low traf- fic intensity ____ km Forest roads ____ km, Rural roads ____ km,
Recreation facilities on the route	Recreation sites equipped with a parking lot, meadows, beaches (geo-graphical coordinates, name)
Accommodation on the route	Agro estates, Hotels Recreation centres etc. Name, settlement, services pro- vided, contact information
Public catering facilities on the route	Settlement name, contact information
Emergency care points	Institution name, settlement, contact information.

Table 1. Requirements for environmental safety in the green route datasheet (compiled by the authors).

In addition to the common requirements for organization of green routes, in the event of organization of the routes on Cross-border areas, it is required to specify the border crossing points, duplicating this information in multiple languages.

When organizing green routes, it is required to prepare informational guides, which should contain the rules of visiting a protected area or a natural object subject to a special protection regime. This applies, in particular, to the water protection zones and coastal strips, rare and typical landscapes and habitats, as well as particularly valuable areas with natural vegetation.

The development of such leaflets for tourists should be based on the existing positive experience of ecological tourism organization, including the Cross-border one, on the protected areas.

The environmental safety elements of eco-tourism are enshrined in the protected area management plans; such documents systematize ecological threats to the natural environment, including those resulting from the recreation development.

The negative impact of eco-tourism on the natural systems is related to change in the structure and condition of natural vegetation, trampling during arrangement of tourist routes, beach areas, pollution of sites and watercourses with waste, destruction of semiaquatic vegetation, penetration of contaminants and biogenic elements into water bodies, as well as noise pollution as a factor of the animal world disturbance.

Environmental safety for protected areas is provided by the system of environmental protection measures, monitoring of the recreational burden on natural systems, as well as their environmental condition. Belarus adopted a relevant regulation to calculate the maximum permissible disperse seasonal recreational burden on ecosystems⁵.

When planning the recreational load particular attention is paid to minimizing the adverse effects for the categories of particularly valuable natural complexes, which include rooted old plantations of tree vegetation, wetland ecosystems, including the open sedge fens, upland sphagnum and transition bogs, and a va-

5 Методика по определению нормативов допустимой нагрузки на особо охраняемые природные территории. Постановление Министерства природных ресурсов и охраны окружающей среды Республики Беларусь от 28 декабря 2009 г. № 389-ОД.

riety of grassland ecosystems. As indicated in the methodology to determine the norms of permissible burden, if the area of the visited protected area exceeds 1,000 ha, the following indicators shall apply for the integrated calculations: forest land - 1 person/ha; meadow land - 2 persons/ha, bogs – 0.5 persons/ha⁶.

The assessment of the possibility of developing the recreational and tourist activities in protected areas shall be determined on the basis of comparison of the maximum permissible and actual disperse burden, as well as the maximum permissible and actual transformation of landscapes. Regardless of the actual transformation magnitude, the tourist and recreational activities shall be implemented only in the presence of site improvement. Environmental safety for the state of the environment shall be ensured through a number of activities: temporary and ultimate closure of the tourist parking lots, individual sections of routes and ecological paths subject to a simultaneous creation of redundant elements:

- burden channelling through the creation of routes and paths at the sites of intensive disperse recreational burden;
- landscaping and recreational arrangement of the territory;
- introduction of administrative prohibitions for certain types of tourist and recreational use of the territories or areas;
- informing visitors about the current regimes of recreational use of the tourist facilities⁷.

In the area of environmentally safe provision of the natural environment quality when developing the agro-ecotourism activities, the issues of standardization of the quality of water bodies used for recreational purposes are the most explored. As indicated in the environmental rules and regulations of Belarus, the quality of water should be environmentally safe in terms of its chemical, physicochemical, biological, and organoleptic properties⁸.

6 Методика по определению нормативов допустимой нагрузки на особо охраняемые природные территории. Постановление Министерства природных ресурсов и охраны окружающей среды Республики Беларусь от 28 декабря 2009 г. № 389-ОД, р. 8.

7 Методика по определению нормативов допустимой нагрузки на особо охраняемые природные территории. Постановление Министерства природных ресурсов и охраны окружающей среды Республики Беларусь от 28 декабря 2009 г. № 389-ОД, pp. 12-13.

8 ЭкоНип.17.01.06-001-2017 Экологические нормы и правила. Охрана окружающей среды и природопользование, Минск 2017, р. 302.

One of the key services provided to tourists on agro-eco-estates is the catering services.

Regulatory support of the agro-eco-estates' activities does not oblige them to comply with requirements for catering facilities. However, food security is one of the key elements of the entire system of environmental safety in agro-ecotourism.

The use of international certification systems, such as the Hazard Analysis Critical Control Points (HACCP) system, can be recommended here as the most effective tool in the organization of Cross-border environmental co-operation.

HACCP is a system in which the hazard identification, assessment and control measures relevant to the food safety are implemented⁹.

The HACCP system is based on implementation of seven principles:

- Hazard analysis.
- Determination of the critical control points, such as heat treatment, pasteurization, etc.
- Establishment of the critical parameter limits, e.g. moisture content, water activity, etc.
- Monitoring system establishment at the production line or outside the same (change of the salt content, water activity).
- Error correction in critical control points.
- Establishment of verification procedures.
- Establishment of the registration procedures. Documentation and records shall conform to the nature and scale of the enterprise business and be sufficient in order to verify the existence and maintenance of control measures.

⁹ Рекомендуемый международный кодекс практической деятельности – общие принципы пищевой гигиены САС/CRP 1-1969 г., 3-е издание 1997, исправленное 1999.

Practical experience of the environmental safety system planning in agro-ecotourism

The discussed approaches to the formation of an environmental safety system in the agro-ecotourism of Cross-border areas have been taken into account when developing the Concept of Green Tourism Development in Ivanava district¹⁰.

The Concept of Green Tourism Development in Ivanava District, Brest Region was developed based on a programme of socio-economic development of Ivanava district, the Concept of Local Agenda 21 of Ivanava and Motol village executive committees, and the National Tourism Development Programme in the Republic of Belarus for 2011-2015.

The concept is intended to contribute to:

- preservation of the natural, historical and cultural heritage of the district, development of folk crafts, museum and exhibition business;
- development of green tourism development growth points in Ivanava district;
- promote the development of various forms of green tourism;
- develop the information support system for green tourism;
- promote safety during eco-tourism trips and activities;
- increase human capacity and scientific support in the field of eco-tourism activities.

Green Tourism Concept structure is presented in Figure 2 .

Ivanava administrative district is a part of Pinsk tourist district of Brest region, the functional profile of which corresponds to the excursion and recreational areas of tourism development.

The geographical position of Brest region in the south-west of Belarus and its border position with Poland and Ukraine contribute to the development of domestic and inbound tourism, including its transit types.

¹⁰ Н. В. Гагина, А. Е. Яротов и др., Концепция развития зеленого туризма Ивановского района Брестской области, Иваново 2015, 29 с.

<p>THEORETICAL ASPECTS OF THE GREEN TOURISM DEVELOPMENT</p>	<p>Conceptual foundations of tourist capacity building Green tourism as a sustainable development form Key directions of the green tourism development</p>
<p>ANALYSIS OF PREREQUISITES AND CURRENT STATUS OF THE GREEN TOURISM DEVELOPMENT IN IVANAVA DISTRICT</p>	<p>Position of Ivanava district in green tourism sector of Brest region Natural capacity Historical and cultural capacity Motivation and human capacity Accommodation and catering facilities in the green tourism sector Transport and road network Institutional base for green tourism development</p>
<p>CONCEPTUAL DIRECTIONS OF THE GREEN TOURISM DEVELOPMENT IN IVANAVA DISTRICT</p>	<p>Promising types of the green tourism development in Ivanava district Key factors restraining the green tourism development in Ivanava district Strategy of territorial organization of the green tourism in Ivanava district Expected deliverables of the green tourism development concept in Ivanava district</p>

Figure 2 Green Tourism Concept structure in Ivanava district (compiled by the authors)

As regards these directions, the position of Ivanava district in the region is relatively favourable for the domestic tourism and less favourable for the inbound transit.

The district has a well-developed road network, represented by highways of international importance (M10), republican (P5, P144) and numerous local traffic roads (H477, H508). The road system, given the non-intensive traffic thereon, forms the basis for development of the green forms of tourism, such as cycling, in the district. The most remote village is located within one kilometre away from the bus route, which allows relying universally on a network of public road transport when developing the green tourism.

River transport is the oldest in the district. Yaselda River has been used to travel to Poland since ancient times. To develop the territory, Oginski (1767-83) and Dnieper-Bug (1775-1848) Canals were built. Dnieper-Bug Canal (connecting Pina and Mukhavets Rivers) was reconstructed, and stay in the canal is regulated, so currently it cannot be regarded as a facility with tourist capacity. Oginski Canal connected Yaselda River with Vygonoschanskoye Lake, and through Shchara River connected Prypiat and Neman Rivers. The presence of

a relatively well-developed river and lake network creates preconditions for implementation of one of the types of eco-tourism, i.e. water tourism.

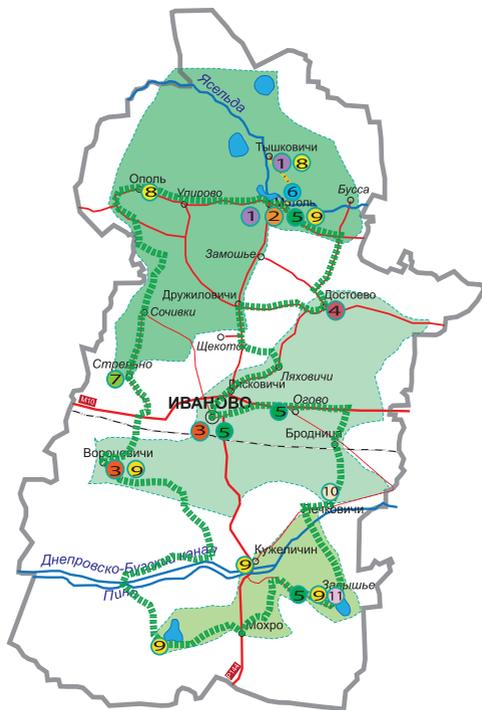
Eco-tourism development in the protected areas of Ivanava district should be based on cooperation with Sporovsky Biological Reserve and Cross-border cooperation with the agro-ecotourism facilities of administrative districts located in Yaselda River basin, which will create a competitive regional eco-tourism cluster, attractive for domestic and inbound tourism.

The district location is favourable for the agrotourism development. This district is classified as agricultural, has a network of agro-eco-estates and is remarkable for the development of innovations in the area of agrotourist services. The presence of certain organizational forms of realization of the partnership in the field of agro-ecotourism is of particular importance. These are Yanovskoye Ring Green Route and Motol Path tourist destination as an emerging cluster. These forms are considered to be basic for implementation of provisions of the Concept of Green Tourism Development in Ivanava District, and should be developed further.

Spatial heterogeneity of location of the natural, historical and cultural capacity, tourism infrastructure facilities, and partnerships in the green tourism segment determine the characteristics of its territorial organization in Ivanava district, manifested in the formation of areas with their own specialization, including in the environmental safety segment. As shown in Figure 3, the district formed several eco-tourism areas having strong prospects for further development.

North-West Area. Area specialization is the event-related festival tourism, educational ethnographic, ecological cycling tourism, water tourism and tours on the history of nature combined with agrotourism.

The key environmental safety segments are the requirements for the quality of food, safety of the mass events, and safe movement along the water and cycling tourist routes.



Legend

Green tourism development areas

- North-West, specialized in event-related, festival, educational ethnographic, ecological water, cycling tourism and tours on the history of nature, combined with the agrotourism.
The key environmental safety segment is the quality of food, movement safety and environmental impact.
- Central, specialized in educational historic and cultural, ecological cycling tourism, combined with the agrotourism.
The key environmental safety segment is the movement safety.
- Southern, specialized in rehabilitation and ecological cycling tourism, combined with the agrotourism.
The key environmental safety segment is the sanitary quality of the environment.

Main axis of the green route, Yanovskoye Ring.

Green tourism development centres

- ① Event-related festival
- ② Educational ethnographic
- ③ Educational historic and cultural, related to the life of N. Orda
- ④ Educational historic and cultural, related to the life of F. M. Dostoevsky
- ⑤ Ecological cycling tourism
- ⑥ Ecological water tourism
- ⑦ Ecological tours on the history of nature
- ⑧ Agrotourism subject to learning of the total traditions
- ⑨ Agrotourism with rest at the estates
- ⑩ Agrotourism subject to the provision of celebration services
- ⑪ Rehabilitation

Figure 3 Territorial organization of the green tourism development in Ivanava district (compiled by the authors)

Event-related tourism in the green tourism segment is represented by the most renowned gastronomic-ethnographic festival “Motalskia prysmaki”, organized annually in August. Festival tourism development centres are Motol and Tyshkovichi villages. Festivals are the most attended events requiring the coordinated efforts of many partners.

Educational tourism is represented by an ethnographic focus, the centre of which is the Museum of Folk Art in Motol village. The development of gastronomic tourism is associated with both traditional cuisine and with “green cuisine” offer made from local products.

Eco-tourism has the prospects for development of water tourism, running from Sporovskoe Lake along Yaselda River valley to Motol Lake, and then along the river up to the district border. This route may be further developed in the Cross-border dimension, in Pinsk district. Local cycling routes, having a radial and circular shapes, can be laid on the local roads, and the cycling tourism centre can be arranged in Motol village, where the relevant infrastructure (hotel, cafes) is available. The tours on the history of nature can be arranged with the centre in Strelno, on the basis of the “Herbalist’s House” Museum (a branch of Motol Folk Art Museum).

Agrotourism is represented by the services of agro estates and agricultural production cooperatives, located in Motol, Tyshkovichi, and Opol villages. Two agrotourism specializations have been outlined, with a focus on review of the rural traditions, lifestyle, and elements of ethnographic tourism - “Little House on the Outskirts” agro estate in Tyshkovichi, “Opol-Agro” agricultural cooperative, Opol; and rest in estates - agro estates “Motol Venice”, “Lyavonikha on Yaselda” in Motol.

Configuration of the Central area is determined by its eventual specialization in the field of historical and cultural tourism associated with prominent figures of culture and art, who are the natives of Ivanava district, and the transit tourism impact axis is observed along M10 highway.

Area specialization is educational historical and cultural, ecological cycling tourism, combined with agrotourism.

The key environmental safety segment is the safe traffic.

Educational tourism is represented by the historical and cultural landmarks, thematically associated with life, cultural landscape and artistic heritage of Napoleon Orda. They are promoted by the Napoleon Orda museum complexes in Vorotsevichi and Ivanava, where the display objects are located, namely a monument to Napoleon Orda, Napoleon Orda's burial place. Another centre of historical and cultural tourism is associated with life of Fyodor Dostoevsky and is formed on the basis of the Literature and Local History Museum in Dastoeva.

Eco-tourism can be represented by the direction of cycling tourism subject to the development of radial cycling routes; its promising development centres are Ivanava town and Ogovo village, where the infrastructure of collective accommodation and catering facilities is available.

The agrotourism is represented by the services of agro estates located in Yaechkovichi, Kuzhelichi, and Vorotsevichi. Agrotourism specializes in agro estates and holiday services.

South area is geographically confined to the territory between Zavischanskoe Lake and Peshchanoye Lake.

Territory specialization: recreational, ecological cycling tourism, combined with agrotourism.

A key segment of environmental safety is sanitary and hygienic quality of the natural environment.

The Rehabilitation Tourism Development Centre is formed on the basis of Alesia Sanatorium, which also has a good potential for further development of eco-tourism here, represented by recreational biking, hiking, and water

sports. Their comprehensive development requires development and building of the ecological path, which should perform both ecologic-educational and recreational functions.

Agrotourism is represented by agro estates located in Zavyshe and Odrizhin villages.

The partners in the selected areas of green tourism development should coordinate promotion of their tourism products on both external and internal markets. The joint information support of green tourism, expansion of the offer and increase of quality of tourist services, and the development of tourist infrastructure are needed.

Conclusion

The considered questions of environmental safety of agro-ecotourism in Cross-border areas allow drawing the following conclusions:

Environmental safety system in agro-ecotourism should be comprehensive and integrate the segments of safety, sanitary and ecological quality of the environment, food quality and tourist services provided, ensure the safe movement of tourists by non-motorized vehicles, manage the impact of tourists on the environment and provide the required information support.

Formation of the environmental safety of agro-ecotourism in Cross-border areas should be based on international environmental requirements, and implement the internationally recognized tools of creating high-quality and safe tourism product. It is required to harmonize the regulatory and legal support for the agro-ecotourism development in Cross-border areas, and to intensify cooperation between local communities and public organizations through joint project activities.

The environmental safety system elements should be designed for all stages of the agrotourism product creation cycle. When planning the environmental

safety system, the peculiarities of agro-ecotourism development model must be taken into account and key environmental safety segments for different types of agro-ecotourism services must be identified.

The discussed guidelines and experience of implementing the environmental safety elements in design of territorial organization of the green tourism development in Ivanava district can be used extensively in creation of Cross-border areas of agro-ecotourism development.

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THE ISSUES OF CROSS-BORDER INDUSTRIAL

SAFETY IN LAND-USE PLANNING DOCUMENTS

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In accordance with the CBC Financing Agreement, ratified by the Law of the Republic of Belarus dated October 17, 2017 “On Ratification of the Financing Agreement for the Cross-border Cooperation (CBC)”¹, one of the strategic objectives of the European Neighbourhood Instrument, Cross-border Cooperation Programme – Belarus - Ukraine 2014-2020, is addressing the common problems related to the environment, public health, civil protection, and security. The thematic objective 8 (“Common challenges in the protection and security”) sets the addressing of common security problems as one of the priorities:

1. Joint initiatives related to preparatory actions for natural disasters, environmental disasters and emergencies.
2. Joint initiatives for the prevention of natural and man-made disasters.
3. Development of joint prevention, monitoring, response, and disaster recovery systems.

The issues of the security of Cross-border territories are quite diverse and include environmental, economic, social and other security aspects. However, currently, the problem of ensuring the Cross-border industrial safety of production facilities is a priority in the field of protecting the environment, public life, and health from harmful effects of economic and other activities, as well as man-made emergencies. The introduction of new technological solutions in the industry leads to the growth of capital investment and an increase in potential damages from accidents at production facilities.

Threats arising in the Cross-border territory as a result of the operations of the enterprises, which use hazardous substances, which may pose a threat to the public life and the environment of neighbouring countries, indicate the need to develop a common policy for placement of such facilities.

In the Republic of Belarus, the legal regulations in the field of industrial safety is provided by the laws applicable to all organizations, regardless of their legal entity and ownership throughout the country, namely the Laws “On Industrial Safety”² and “On the Main Pipeline Transport”; Rules of Guarding the Trunk Pi-

1 <http://pravo.by/document/?guid=12551&p0=H11700054&p1=1> (19.08.2019);

2 https://kodeksy-by.com/zakon_rb_o_promyshlennoj_bezopasnosti/28.htm (19.08.2019);

pelines; and Regulations on the Procedure for Commissioning of Construction Projects, the Procedure for Development of the Industrial Safety Declaration and on the Registration of Hazardous Industrial Facilities.

The common problems and risk factors in the field of industrial safety in the Republic of Belarus are³:

- a high degree of wear and tear of fixed production assets;
- a low level of production and process discipline;
- shortage of qualified experts;
- insufficient knowledge of industrial safety requirements;
- instable financial status of enterprises.

Given the Cross-border effects of industrial development, the United Nations Convention on the Cross-border Effects of Industrial Accidents⁴ was adopted in 1992. It is aimed at prevention and reduction of industrial accidents, mitigation of their consequences, as well as promoting active international cooperation between the countries before, during and after industrial accidents. UNECE Convention on the Cross-border Effects of Industrial Accidents is designed to protect people and the environment from the destructive effects of industrial accidents by preventing their occurrence, reducing the severity and frequency of their occurrence and mitigating their consequences. The Convention shall also apply to industrial accidents triggered by natural disasters such as floods, landslides, and earthquakes⁵.

The Convention recommends identifying all kinds of hazardous activities within the country's national borders, which could have a Cross-border impact in the case of accidents. Emphasis is placed on preventive measures, such as inspections and testing of security documentation, provision, and compliance with relevant regulatory requirements.

3 <http://ucp.by/university/news/novosti-partnerov/viktor-biryuk-problemy-obespecheniya-promyshlennoy-bezopasnosti-na-sovremennom-etape/>

4 https://www.unece.org/fileadmin/DAM/env/documents/2017/TEIA/Publication/RUS_ECE_CP_TEIA_33_final_Convention_publication_March_2017.pdf (19.08.2019);

5 http://www.unece.org/fileadmin/DAM/env/teia/doc/IA_Publications/Cross-border_concerns_-_shared_strategies_Rus_WEB.pdf (19.08.2019);

The Convention also points to the importance of land-use planning, location of hazardous activities and integration of safety aspects into policies, plans, programmes and projects (Article 7).

Besides the Convention on the Cross-border Effects of Industrial Accidents, the issues of land-use planning and industrial safety are considered in the Convention on Environmental Impact Assessment in a Cross-border Context and the Protocol on Strategic Environmental Assessment. They form the basis for assessment of the potentially harmful effects on the environment and human health due to the land-use planning and placement of objects on which the hazardous activity is conducted. The use of these instruments and tools is disclosed in the Guidance on Land-Use Planning, the Siting of Hazardous Activities and related Safety Aspects⁶.

Each of the countries of the CBC Programme Poland-Belarus-Ukraine has its developed land-use planning and industrial safety systems.

For example, in the Republic of Belarus, the legal basis of the land-use planning is formed by⁷:

- Land Code of the Republic of Belarus of July 23, 2008, No. 425-3,
- Law of the Republic of Belarus “On the Objects Wholly Owned by the State, and the Types of Activity Subject to the Exclusive Right of the State”,
- Law of the Republic of Belarus “On the Administrative and Territorial Division and the Procedure of Addressing the Issues of the Administrative-Territorial Structure of the Republic of Belarus”,
- “On the seizure and allocation of land plots” Decree of the President of the Republic of Belarus dated December 27, 2007” No. 667,
- Regulation on the procedure of developing the district land management patterns, etc.

6 https://www.unece.org/fileadmin/DAM/env/documents/2018/TEIA/1735405R_inside_PRINT_2.pdf (19.08.2019);

7 https://www.unece.org/fileadmin/DAM/env/documents/2019/TEIA/LuP__Moldova__May_2019/presentations/Russian/2B_-_2_The_experience_of_Belarus_-_Belarus.pdf (19.08.2019);

Besides the land management planning, the patterns of comprehensive territorial organization of administrative districts, regions and the country as a whole have their own regulatory framework:

- “On Architectural, Urban Planning and Construction Activities in the Republic of Belarus: the Law of the Republic of Belarus dated July 5, 2004”, No. 300-3;
- “On the main directions of the state urban development policy of the Republic of Belarus for 2016-2020”: Decree of the President of Belarus dated September 5, 2016 No. 334⁸;
- Regulation on the procedure for public discussion in the field of architectural, urban planning and construction activities (as amended by the Decree of the Council of Ministers of the Republic of Belarus dated April 22, 2019 No. 256)⁹;
- Town planning. The pattern of a comprehensive territorial organization of the area (region, district, group of districts). Design rules. Technical Code of Good Practice TCGP 45-3.01-118-2008¹⁰, etc.

The territorial planning documents are closely related to the strategies and forecasts of socio-economic planning. According to the Law of the Republic of Belarus dated May 5, 1998, No. 157-3 “On the State Forecasting and Programs of Social and Economic Development of the Republic of Belarus”, these are:

- National Strategy for Sustainable Social and Economic Development of the Republic of Belarus (for 15 years) and the main directions of social and economic development of the Republic of Belarus (for 10 years),
- Program of Social and Economic Development of the Republic of Belarus (for 5 years),
- Annual Forecast of Social and Economic Development of the Republic of Belarus (for 1 year), etc.

8 <http://www.pravo.by/document/?guid=3871&p0=P31600334> (19.08.2019);

9 <https://aversa.by/blog/docs/item/114-postanovlenie-256-ot-22-04-2019-go-poryadke-provedeniya-obshchestvennykh-obsuzhdenij-v-oblasti-arkhitekturnoj-gradostroitelnoj-i-stroitelnoj-deyatelnosti> (19.08.2019);

10 <https://rovar.info/archives/1434> (19.08.2019);

The main public governance bodies in the area of land-use planning and industrial safety in Belarus include the Council of Ministers of the Republic of Belarus; the Ministry of Architecture and Construction; the Ministry of Natural Resources and Environmental Protection; the Ministry of Industry; the Ministry of Transport and Communications; the Ministry of Emergencies; the Ministry of Economy; the Ministry of Energy; and the State Property Committee. Also, a number of state concerns participate in project activities, such as Belneftekhim, “Belenergo”, etc.

Article 1 of the Land Code of the Republic of Belarus contains a direct reference to the fact that the land management pattern is a document on land-use planning determining the prospects of allocation, use, and protection of the administrative-territorial or territorial unit lands.

Over the past years, a certain structure of the administrative area land management policies has evolved:

1. General information about the district;
2. Natural conditions and resources;
3. Distribution and status of the land reserves;
4. Reclamation and environmental condition of the territory;
5. The overall strategy of the land-use organization;
6. Status and forecast of the land-use by land user categories;
7. Restrictions on the economic use of the land;
8. District land management pattern efficiency;
9. Arrangements for implementation of the land management pattern.

The land management pattern shall be agreed with the land management service of the district executive committee, the territorial body of the Ministry of Natural Resources and Environmental Protection of the Republic of Belarus, the territorial bodies of Architecture and Construction (Urban Development), a body of the Ministry of Agriculture and Food of the Republic of Belarus, as well as other state bodies and organizations specified by the customer in the terms of reference for the development of a land management pattern.

The Law of the Republic of Belarus Act dated July 18, 2016, No. 399-3 “On State Ecological Expertise, Strategic Environmental Assessment and Environmental Impact Assessment” defines the land management pattern of an administrative district and urban planning projects as objects of state ecological expertise, and purely urban planning projects are defined as the objects of strategic environmental assessment. An example is an environmental report on strategic assessment of a Pattern for Comprehensive Territorial Organization of Maladzyechna District¹¹.

The territorial planning documents are developed by specialized enterprises, such as Republican Design Institute for Land Management Belgiprozem¹² and UE “BELNIIPGRADOSTROITELSTVA”¹³.

The system of land-use planning in Ukraine is quite similar but has its own peculiarities. Relations in the field of land planning are governed by the Constitution of Ukraine and laws of Ukraine¹⁴ “On the Regulation of Urban Development”; “On the Urban Development Fundamentals”; “On Architectural Activity”; “On Land Management”; “On the Construction Standards”; “On Environmental Protection”; “On Environmental Impact Assessment”, etc.

The Law of Ukraine “On the Regulation of Urban Development” provides for the interaction between land-use and industrial safety structures.

Relations in the field of industrial safety are governed by the Law of Ukraine “On Extremely Dangerous Objects” tailored to the requirements of the Seveso II Directive (96/82/EU dated January 9, 1996).

Within the framework of the European integration process, the Law of Ukraine No. 2059-VIII “On Environmental Impact Assessment” was adopted on May 23,

11 <http://www.mas.gov.by/uploads/files/Ekologicheskij-doklad-SEO-SKTO-Molodechenskogo-rajona.pdf> (19.08.2019);

12 <http://belgiprozem.by> (19.08.2019);

13 www.irup.by (19.08.2019);

14 https://www.unece.org/fileadmin/DAM/env/documents/2019/TEIA/LuP__Moldova__May_2019/presentations/Russian/2B_-_3_The_experience_of_Ukraine_-_Ukraine.pdf (19.08.2019);

2017. It complies with the EU requirements. According to the European standards on environmental impact assessment, EIA procedures are influenced by other decision-making processes and broader public access to information.

Certainly, such an important safety aspect of Cross-border areas as the industry is implemented in a number of projects of the **Cross-border Cooperation Programme Poland - Belarus - Ukraine 2014-2020**.

For example, the project entitled “*Shared initiatives for increasing security of the Cross-border area in the event of ecological and chemical disasters*” (PBU1/0077/16)¹⁵ tackles the issues of improving the quality of life of the residents through joint initiatives aimed at improving safety of people, property and the environment in the border areas of Belarus and Poland. Upgrading of fire rescue units, as well as chemical and environmental rescue units, would increase the preparedness for the risk of environmental disaster resulting from the development of the chemical industry in this district. The project beneficiaries are the rescue units from the areas of Siemiatycze county (powiat) and Grodno region (oblast).

The project entitled “*The new approach to the Cross-border emergency management system*” (PBU1/0497/16)¹⁶ is aimed at achieving the goal of emergency management in the Cross-border area and improves the Cross-border capacity and cooperation to save lives, preserve the environment, protect the property and economy. The project is raising awareness of the risks and contributes to a safer, more disaster-resilient society in the Cross-border area. Ultimately, it improves the management of emergency situations and civil protection in the border area between Belarus and Poland.

The implemented projects of the **Cross-border Cooperation Programme Poland - Belarus - Ukraine 2007-2013** related to industrial safety include the following:

15 <https://www.pbu2020.eu/pl/projects2020/57> (20.08.2019);

16 <https://www.pbu2020.eu/pl/projects2020/65> (20.08.2019);

- “*Together safer*” (IPBU.02.01.00-06-037/10)¹⁷. The project was aimed at creating a joint response system for crisis situations, natural and man-made disasters, failures and other circumstances threaten the health and life of the residents of Lublin and Volyn districts, as well as the subsequent increase in border security. The event resulted in upgrading of the logistics base of partner organizations, increased competence of employees, enhancement of the environment monitoring and environmental hazard prevention system.
- “*The improvement of the efficiency of the Cross-border reaction system to the environmental hazards: Tomaszów Lubelski – Zhovkva – Sokal*” (IPBU.02.01.00-06-048/10)¹⁸. The project was aimed at introducing a number of soft and investment measures, the exchange of experience between firefighters in Poland and Ukraine, the acquisition of special equipment for environmental safety, which is predetermined by the proximity of mines in Tomaszów Lubelski County to the border regions of Ukraine. The project activities eliminated deficiencies in crisis management operations and showed the effectiveness of response measures to natural hazards;
- “*Development of the rescue services Poland – Ukraine within the strengthening the infrastructure of Cross-border management system of natural hazard*” (IPBU.02.01.00-14-177/10)¹⁹. The overall objective of the project is to strengthen the protection of the natural environment and ecologically valuable territories in the eastern part of the Mazovian Voivodeship and Volyn region. Threats arising in the Cross-border area in the form of enterprises possessing hazardous substances, as well as urban and agricultural areas causing fires and toxic threats to forest complexes and waters, indicate the need for continuous monitoring of threats and preparation for the quick elimination of disasters in order to restrict the losses in the natural environment. The project aims at increasing the capacity of rescue services and improving threat monitoring and crisis management.

17 <http://www.pl-by-ua.eu/contract.php?id=6> (20.08.2019);

18 <http://www.pl-by-ua.eu/contract.php?id=5> (20.08.2019);

19 <http://www.pl-by-ua.eu/contract.php?id=25> (20.08.2019);

A significant contribution to the development of Cross-border industrial safety issues is made by international technical assistance projects. In the recently completed European Union project “*Prevention, Preparedness and Response to Natural and Man-made Disasters in the Eastern Partnership Countries*” (PPRD East 2), the Republic of Belarus and Ukraine were project territories. The main thing was to improve the effectiveness of risk management at the national level, as well as to strengthen the protection of the population from eventual adverse consequences of natural and man-made disasters. Each country received a roadmap with a list of specific measures in the areas such as disaster risk assessment and management; collection and processing of the disaster loss data; inclusion of costs to reduce such risks in the state budget; volunteer work to inform the public about disasters.

In spite of some progress in the field of industrial safety in Cross-border areas, the most recent subregional workshop on land-use planning and industrial safety for Eastern Europe and the Caucasus in Chisinau (May 22 – 24, 2019)²⁰ revealed that a number of countries, including Ukraine and Belarus, are facing problems with integration of the land-use planning and safety procedures to ensure coordination and cooperation between the relevant government agencies in connection with adoption of the land-use planning decisions and placement of hazardous industrial facilities²¹.

To consolidate the efforts to ensure further inter-institutional coordination, it was recommended to adopt or revise the laws integrating the land-use planning and industrial safety in line with the relevant multilateral environmental treaties (primarily the UNECE Industrial Accidents Convention, the Convention on Environmental Impact Assessment in a Cross-border Context, the Protocol on Strategic Environmental Assessment, and the Convention on Access to Information, Public Involvement in Decision-Making and Access to Justice in Environmental Matters).

20 <https://www.unece.org/index.php?id=50975> (20.08.2019);

21 https://www.unece.org/fileadmin/DAM/env/documents/2019/TEIA/LuP__Moldova__May_2019/Conclusions.pdf

Taking into account the existing experience of monitoring the hazard factors and crisis management, it is advisable, within the framework of the Cross-border Cooperation Programme Poland - Belarus - Ukraine 2014-2020, to develop a pilot land-use planning project (territorial planning project) of the border administrative-territorial units (administrative districts of Belarus, districts of Ukraine, and powiats of Poland). The land-use planning scheme of Włodawa County of Lublin Voivodeship of Poland, Brest district of Brest region of Belarus and Shatsk district of Volyn region of Ukraine would be the most relevant.

In this project, it is advisable to consider:

- strengthening cooperation between the countries through more effective agreements, action plans in emergency situations, capacity-building, training and practical exercises on industrial safety;
- the issues of harmonization (profound understanding) of territorial planning (land-use planning) of Ukraine, Poland, and Belarus;
- strengthening of Cross-border cooperation through the implementation of Article 7 and reporting on the existing and potential hazardous activities of the neighbouring countries in accordance with Article 4 of the Industrial Accidents Convention;
- coordinated Cross-border location of hazardous industrial facilities;
- development of the common Cross-border geographic information resources of the land-use planning and industrial safety;
- further study of good practices and support of higher standards and security measures;
- ensuring transparency and accountability in the implementation of hazardous activities by raising awareness and promoting free information flow;
- transferring the best practices stipulated by the Convention into the national laws and their integration into industrial activities by means of targeted training, capacity-building and knowledge dissemination.

THE CROSS-BORDER COOPERATION PROGRAMME

POLAND-BELARUS-UKRAINE 2014-2020

AND OPPORTUNITIES IT PROVIDES

The Cross-border Cooperation (CBC) Programme Poland-Belarus-Ukraine for 15 years supports the Cross-border development processes in the borderland of Poland, Belarus and Ukraine by co-funding diverse projects. All projects funded within the Programme are non profit ones and contribute to the improvement of quality of life of inhabitants of eastern Poland and western Ukraine and Belarus. Each undertaking financed within the Programme shall demonstrate strong Cross-border effect, not only through established partnership between institutions from these three countries, but mainly thanks to the results of the activities and its positive impact on the border territory.

1st Programme edition was implemented in years 2004-2006. At that time, Programme structure and financing of projects were much more complicated than it is now (in Poland costs were covered by the European Regional Development Fund, while the Belarusian and Ukrainian sides used funds from the TACIS), nevertheless with the total EU financing of 45,8 million EUR, 167 projects developing the borderland were financed.

Within 2007-2013 edition Programme was implemented under the European Neighbourhood and Partnership Instrument (ENPI). Its financing from EU budget significantly increased up to over 170 million EUR and using that funds 117 projects were implemented. These were large infrastructure, regular and umbrella projects. They resulted in multiple improvements in such sectors and areas as social infrastructure, healthcare, education, tourism, protection of cultural heritage, security and last but not least border-crossings' infrastructure and services.

In the programming period 2014-2020 the Programme operates under the framework of the European Neighbourhood Instrument (ENI). The ENI sup-

ports sustainable development along the EU's external borders, helps reducing differences in living standards and addressing common challenges across these borders.

In terms of the budget, the Programme Poland-Belarus-Ukraine is the biggest ENI CBC programme at the EU land borders over 170 million EUR will be granted from the Programme to projects focusing especially on protection and promotion of cultural and natural heritage of border areas, infrastructural accessibility of the regions, improvement of border-crossings' infrastructure, procedures and services as well as development of healthcare and public security services.

The Programme Strategy was adopted following the socio-economic analysis carried out at the request of the Managing Authority, in which the common national and regional priorities of the participating countries and their regions were identified. It is also based on the experience from the previous programming periods. The Programme Strategy takes also into account the opinions of the various stakeholders on the common needs and challenges the Programme area is facing. It finally reflects the decisions taken by the representatives of the Poland, Belarus and Ukraine in order to focus on the thematic areas in which the participating countries can address common problems and deal with the joint assets.

Due to the effort of representatives of participating countries, the Programme has developed over the years – it can be observed in increasing area and scope of the support.

Themes supported under the Programme

2004-2006	Number of projects	2007-2013	Number of projects	2014-2020	Number of projects
Priority 1 Increase of competitiveness of border regions through modernization and development of Cross-border infrastructure	79	Priority 1 Increasing competitiveness of the border area	40	Thematic objective HERITAGE	89
Measure 1.1 Modernization and extension of existing transport systems to improve the accessibility of the region	29	Measure 1.1 Better conditions for entrepreneurship	9	Priority 1.1 Promotion of local culture and history	65
Measure 1.2 Development of a common Cross-border environmental protection system	30	Measure 1.2 Tourism development	21	Priority 1.2 Promotion and preservation of natural heritage	24
Measure 1.3 Development of business-related infrastructure and tourism	20	Measure 1.3 Improving access to the region	10		
Priority 2 Development of human capital and institutional forms of Cross-border cooperation as well as improvement of security at the borders of the European Union	88	Priority 2 Improving the quality of life	26	Thematic objective ACCESSIBILITY	18
Measure 2.1 Strengthening Cross-border institutional cooperation and improving the quality of human capital	79	Measure 2.1 Natural environment protection in the borderland	16	Priority 2.1 Improvement and development of transport services and infrastructure	17
Measure 2.2 Supporting initiatives of local communities	9	Measure 2.2 Efficient and secure borders	10	Priority 2.2 Development of ICT infrastructure	1
		Priority 3 Networking and people-to-people cooperation	51	Thematic objective SECURITY	17
		Measure 3.1 Regional and local Cross-border cooperation capacity building	45	Priority 3.1 Support to the development of health protection and social services	11
		Measure 3.2 Local communities' initiatives	6	Priority 3.2 Addressing common security challenges	6
				Thematic objective BORDERS	13
				Priority 4.1 Support to border efficiency and security	7
				Priority 4.2 Improvement of border management operations, customs and visas procedures	6

Neighbourhood Programme Poland-Belarus-Ukraine INTERREG IIIA/TACIS CBC 2004-2006 in numbers

total budget	EU Funds	area	projects	strategic projects	micro-projects	partners from three countries
58.4 MEUR	45.8 MEUR	188 000 km ²	167	–	322	486

Cross-border Cooperation Programme Poland-Belarus-Ukraine 2007-2013 in numbers

total budget	EU Funds	area	projects	strategic projects LIPs	micro-projects	partners from three countries
203.6 MEUR	186.2 MEUR	316 300 km ²	117	9	56	349

Cross-border Cooperation Programme Poland-Belarus-Ukraine 2014-2020 in numbers

total budget	EU Funds	area	projects 1 st Call	strategic projects LIPs	micro-projects	partners from three countries 1 st Call
201.4 MEUR	183.1 MEUR	316 300 km ²	65	10	72	210

Cross-border Cooperation Programme Poland-Belarus-Ukraine 2014-2020

The Programme gives support under four thematic objectives through financing of three types of projects: large infrastructure projects (LIPs), regular projects (1st Call for Proposals) and micro-projects (2nd Call for Proposals and 3rd Call for Proposals). The Programme grants may constitute up to 90% of the projects budget. The balance must be financed from the beneficiaries' own resources, or from sources other than the EU budget.

The **Large Infrastructure Projects (LIPs)** mean projects strategic for the regions development where set of works, activities or services are intended to fulfill an objectives of common interest. Within the Programme these projects are implemented only by the institutions having the sole responsibility and competence for solving problems identified in a given area. LIPs were selected through a direct award procedure (without Call for Proposals). Representatives of cooperating countries decided which projects were crucial for the importance of the regions and their list was included main Programme document (Joint Operational Programme). 10 of these projects were finally approved for financing by the European Commission on 10 July 2018. The selected projects concern the improvement and development of transport, services and infrastructure, common security and health. Challenges, support of the efficiency and security of borders in the Programme area.

The **1st Call for Proposals** within the ENCI CBI Programme Poland-Belarus-Ukraine 2014-2020 has been launched on 11th October 2016. The Call was open for all four Thematic Objective of the Programme: HERITAGE, ACCESSIBILITY, SECURITY, BORDERS and all their priorities. The total allocation for this Call was EUR 108.23 million and the grant value for a project within a range 100 000 to 2 500 000 EUR. The result of the 1st Call is 65 projects selected for financing under all four thematic objectives.

The **2nd Call for Proposals** was launched on 1st August 2018 and ended on 31st October 2018. The Programme intends to give special support to micro-projects offering mainly non-investment activities promoting cooperation, building of new Cross-border citizens' contacts, exchange of experiences and social initiatives related to both priorities of the thematic objective: HERITAGE (local culture, historical and natural heritage). These projects are called micro-projects. Touristic and cultural events, promotion and cultivation of common traditions of the borderland areas, Cross-border cooperation between schools and higher education institutions, touristic and cultural endeavors and other similar actions may be supported through the implementation of micro-projects. Favorable conditions will be created with a view to facilitate mutual contacts between bordering communities. Actions related to cultural diversity

and minorities as well as development of local communities will also be targeted through the micro-projects. Total indicative budget for the Second Call is EUR 5.2 million. 72 micro-projects are currently under the contracting procedure.

Since not the whole allocation foreseen for the 2nd Call for proposals (5,2 million EUR) was covered by the selected micro-projects, the **3rd Call for Proposals** will be launched. This Call will be also devoted to micro-projects, thematic objective HERITAGE (priority 1.1 Promotion of local culture and history and priority 1.2 Promotion and preservation of natural heritage). The Call is planned for the IV quarter of 2019. The amount foreseen for the projects' financing under this Call is 1,05 million EUR.

PROGRAMME BODIES

Joint Monitoring Committee
Representatives of each participating country
Decision-making body, supervision
of Programme management

Managing Authority
Ministry of Investment and Economic Development
of the Republic of Poland
Overall Programme management

**National Authorities (NAs)
in PL, UA and BY**
PL – Ministry of Economic
Development of the Republic
of Poland
BY – Ministry of Foreign
Affairs of the Republic
of Belarus
UA – Ministry of Economic
Development and trade of Ukraine
Support the MA in the management
of the Programme
on its own territory

Joint Technical Secretariat
Center of European Projects
Assist the MA and JMC in carrying
out their respective functions

Branch Office UA
– IC CSC “DOBROSUSIDSTVO”

Branch Office BY
– Institution “Brest Transboundary
Infocentre”

Branch Office PL
– Marshal Office of the Podkarpackie
Voivodeship

Branch Office in Lviv

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